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LABOR MOBILIZATION PROJECT (1981). EXTENDED PERIOD. ADDENDUM.(U)  
JUN 81 W M LOKEY, R S BENDER, U JAYARAMAN EMW-C-0386

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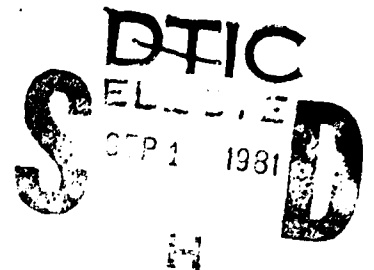
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# LABOR MOBILIZATION PROJECT

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FINAL REPORT #2

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WASHINGTON STATE DEPARTMENT OF EMERGENCY SERVICES  
&  
KING COUNTY LABOR COUNCIL OF WASHINGTON, AFL-CIO

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Work Unit 4831 F for:

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Washington D.C. 20472

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20. ABSTRACT (Continue on reverse side if necessary and identify by block number)  The Labor Mobilization Project, after research and successful table-top exercises in various parts of the state of Washington, demonstrates that:  - The same factors which influence the involvement of labor in civil defense in large, densely populated counties in Washington, such as King and Snohomish Counties, come into play in smaller, rural areas.		

2. Labor and other private sector resources can be available to assist local governments in disasters in less populated, rural areas.
3. An effective ongoing communication between the various groups in the private sector and government is a prerequisite. For this, the private sector should be involved in the planning and decision making process for emergencies.
4. The Labor Mobilization Plan, to involve these groups, consists of an assessment team and a call out mechanism.
5. The assessment team is a pre-assigned and trained team of federal, state, local government, labor, contractors, and community services representatives. The team's joint and professional nature assures quick, reliable, and accurate assessments of manpower and equipment needs and a communications link to these groups. Resources needed are tapped through call out lists of key contact names from the above groups.

The plan has been endorsed by the National Building and Construction Trades Council. Cooperation from Labor and other private sector groups has been excellent. In the pilot areas, labor has entered into agreements with King County and the City of Seattle for cooperation in emergencies.

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## EXECUTIVE SUMMARY

### I. Goals and Objectives of the Labor Mobilization Project's Extended Phase (April 1, 1980 to April 15, 1981)

Goal: The goal of the Labor Mobilization Project in the extended phase was to study the applicability of the Labor Mobilization Plan, as developed in the pilot-test counties of King and Snohomish, state-wide in the state of Washington.

Objectives: Objectives of the project in this phase were:

- A. To continue testing the involvement of labor with local government agencies in emergency management.
- B. To contact 10 or 11 selected AFL-CIO central labor councils in a sample of counties including rural counties in the state of Washington.
- C. To contact other private-sector groups such as the Teamsters' locals, Associated General Contractors (AGC) and United Way, wherever possible, to involve them in all-hazards response and recovery.
- D. To investigate with the input of local Emergency Services organizations in the selected counties, the roles that labor could play in their local programs.
- E. To conduct random tabletop exercises in the selected counties.
- F. To provide a cumulative set of recommendations and a revised prototype for other states to utilize in their efforts to involve non-governmental resources in all-hazards planning, response, and recovery.

### II. Tasks Conducted by the Project in the Extended Phase

In the extended phase, the study was conducted in the following steps and included all the outlined tasks. Detailed descriptions of the tasks by program elements and recommendations and conclusions follow in the text of the report.

1. A sample of ten counties around the state, including rural counties, counties with characteristically different work forces and different hazard potentials were chosen.
2. The labor and government liaison systematically contacted the local emergency services organizations and the central labor councils of the AFL-CIO in these counties.

3. The governmental and labor structures in these counties were studied and roles for labor in local government emergency operations identified.
4. Presentations were given by the labor liaison before the leadership and the members of the labor unions in the selected counties. The seven minute slide and tape presentation, handbook, and the brochure developed during the initial phase of the project were used for this purpose.
5. Call-out lists of three contact names with telephone numbers and addresses from the labor unions and central labor councils were compiled. In counties such as Cowlitz County, where an immediate need for additional resources was felt following the eruption of Mt. St. Helens, the list was handed over to the local emergency services director for use.
6. The counties of Chelan and Spokane were chosen for random tabletop exercises to test the applicability of the Labor Mobilization Plan and the interaction of labor and local government agencies.
7. Tabletop exercises were developed and conducted in Chelan and Spokane Counties. In Chelan County, using a hypothetical flood scenario, the interaction of local labor groups in the emergency operations center during the flood was tested. In Spokane County, the integration of local labor resources into the Manpower Annex of the Spokane County Emergency Operations Plan for crisis relocation was tested using a nuclear crisis buildup scenario.
8. Throughout the extended phase, the project followed up continuously with labor and local emergency services organizations in King and Snohomish Counties. At the request of King County, representatives were identified and names provided to them for purposes of training and ongoing involvement in their emergency operations center.
9. The project conducted case studies of interaction between labor and local and state governments in actual disaster situations such as the eruption of Mt. St. Helens.
10. The project drafted and assisted in negotiations of agreements and memoranda of understanding between labor groups and King and Pierce County Emergency Services organizations. The standard format of the agreement was provided to other counties as an example in drafting their agreements.
11. General articles on emergency management were published in the "Scanner," monthly labor publication of the King County Labor Council.
12. The project presented a resolution through the King County Labor Council to the 1980 Biennial Convention of the Washington State Labor Council for its endorsement of the recommendations of the project. The resolution was unanimously endorsed.

13. Presentations were given before the FEMA regional directors, the April 1980 Advanced Civil Defense Course at the FEMA Staff College at Battle Creek, Michigan and the U.S. Civil Defense Council Conference in eastern Washington on the findings of the project and comprehensive and systematic ways to incorporate non-governmental resources in the community in emergency response and recovery.
14. The project participated in meetings of the Puget Sound Committee on Crisis Relocation Planning and also with planners in the state of Washington in this area.
15. Before conclusion, the project did an updated mailing to all AFL-CIO Central Labor Councils and members of the executive boards of these councils and representatives from AGC Chapters and Teamsters' locals in the state of Washington providing them with a summary of the project's findings and names of their local emergency services directors and urging them to keep up the contacts and cooperate on an ongoing basis.
16. The project was evaluated in total in terms of its objectives and this final report was written outlining the findings and conclusions and recommendations for implementing the program at the national, state, and local levels.

### III. Conclusions of the Labor Mobilization Project in the Extended Phase

The conclusions of the project in the extended phase are:

1. The structure of labor in any county is essentially the same even though the number of unions and their membership may differ.
2. There are not many changes that are necessary in the Labor Mobilization Plan, as developed in the pilot-test counties, comprising the assessment team and the call-out mechanism, in smaller or rural counties. The only changes are in procedures for warning, call-out, and communication during the emergencies.
3. It is more essential to have such interaction on a continuous basis in smaller and low hazard counties because of the limited amount of governmental resources and because any disaster will affect the entire community including the economy and businesses. Therefore, these groups are more interested in working in conjunction with government, in planning for and responding to such disasters.
4. Labor is a very important political force even in smaller counties and can lend a great amount of constituent support for civil defense.
5. It is much more cost effective and time efficient for government agencies in these counties to spend some time to introduce the program to local labor leaders and members of other private sector groups, use these people as key contacts and thereby disseminate

the information and training to their constituencies through them, and utilize them to access their resources rather than spend a tremendous amount of time making resource inventories and not having sufficient funds and manpower to update them.

6. In the counties contacted, there is a willingness on the part of labor to know more about their local emergency services programs and to be involved with them.

#### IV. General Evaluation of the Labor Mobilization Project

##### A. Achievements of the Labor Mobilization Project

The project has achieved great strides in emergency services research and operations. In brief the project has:

1. Outlined general and specific roles that labor can play in emergency management.
2. Developed the Labor Mobilization Plan as an ongoing continuous interaction base between labor and other private-sector groups such as the Associated General Contractors, National Defense Transportation Association, and United Way in the community. This plan has been developed as a better alternative to the present system of response and will fill some gaps that exist in emergency management procedures at federal, state, and local government levels today.
3. Created an interest in and awareness of emergency management programs among labor and other private-sector groups at local, state, and national levels for the first time.
4. Created an awareness of the wealth of manpower, expertise, and equipment resources that exist in labor unions and in other private-sector groups that can be utilized by state and local government to augment their preparedness and response capabilities without in any way hampering their legal authority and responsibility among government agencies at all levels.
5. Established a dialogue and communication between local government representatives in the involved counties and labor and other private-sector groups.
6. Proceeded beyond the mandate of the contract just to involve organized labor and researched the feasibility of involving the Associated General Contractors and private non-profit agencies such as the United Way and the National Defense Transportation Association.
7. Established how simple and easy it is to establish the interaction and keep it updated, and how great the willingness is on the part of leadership and membership of labor to be involved.

B. Some Considerations

The Labor Mobilization Project has, until now, been a catalyst and a liaison between labor groups and local governments. The ears of the labor leaders have been attuned to the idea of their involvement with the emergency services management program. Upon the disbandment of the project, it is imperative that government representatives keep up this flow of information and the contacts and take the initiative to design conditions of operational interaction and utilize the resources at appropriate times.

When the financial resources of the federal, state, and local governments are strained, and when there is a greater need for a community involvement in planning for and responding to community emergencies, it is absolutely essential that programs for achievement of a cooperative effort in emergency planning and response by governmental and non-governmental groups be instituted without delay. An effort to use every available resource in the community is essential, and government for turf and power reasons cannot afford not to provide for such operational interaction.

Government by law has the right to commandeer the resources in a national emergency, but in small, natural, and technological calamities, this is not feasible. Further, if there is a concentrated effort in non-emergency times to inform the community about types of emergencies and responses to them and train people, it is easier to utilize their expertise during the times of actual need. If government agencies will not even take the initiative to contact and inform the labor groups, the contractors, and the non-profit agencies of what exists in the program and where they can assist, they cannot expect to be aware of their willingness or non-willingness to cooperate and assist.

All civil defense programs depend largely on volunteer support, not just in assistance, but also in following government orders for evacuation, for sheltering, and various other response activities. An organized effort during peacetime to channel such information to the visible groups in the communities, such as labor, Associated General Contractors, National Defense Transportation Association, Red Cross, Salvation Army, business organizations, etc., through a trained cadre of people belonging to these groups can make it very easy to achieve the cooperation of such groups and their hierarchies during crisis times.

The project has in the following recommendation section taken it upon themselves to outline ways of implementing such a program to FEMA, State Department of Emergency Services, and to local governments. The importance of a timely implementation of the project's recommendations or other ways of involving labor and private-sector groups that possess relevant resources at all government levels as an essential component of instituting a comprehensive emergency management program cannot be overemphasized. The recommendations are based on research and conclusions of the project already outlined in our first final report and the text of this report. The observations are very candid, and it is

hoped that they will assist in FEMA's efforts to make emergency management programs more effective and efficient.

V. Recommendations for Implementing the Findings of the Labor Mobilization Project

Specific recommendations of the project based upon its extensive research have been summarized in the first final report. In this section, the project has made some recommendations to FEMA, the Washington State Department of Emergency Services, and local governments for implementing the Labor Mobilization Plan operationally.

The extensive research done by the project has clearly demonstrated that:

- A. Emergency management can be made more effective and efficient by a cooperative effort of government and non-governmental groups such as labor, Associated General Contractors, United Way, and the National Defense Transportation Association, and other groups with relevant resources.
- B. It is economical and feasible to involve these resources.
- C. They have specific roles to play before, during, and after any type of emergency and with a minimum of training can be successfully tapped to augment government efforts.
- D. If an effort is taken to inform them of what is required of them and how they can assist, they are very willing to cooperate and be involved.
- E. As "emergencies," by fact and definition, continue to rise in number and increase in impact, it is imperative that such a partnership be established at all levels of government because it will become increasingly difficult for government to effectively deal with such emergencies.

RECOMMENDATIONS TO FEMA

The Labor Mobilization Project was a pilot study. A very simple model has been developed by the project for state and local governments to use as a guide for integrating organized labor and any other private-sector resource into their emergency management program. Presentations of the project around the country have been received very well, and a great amount of interest has been generated in the program. This would be a very appropriate time for FEMA to translate the project's recommendations into policy and to disseminate them around the country for use by state and local governments to implement similar programs. It is recognized that FEMA cannot support establishment of such a program operationally around the country, but can issue policy guidelines and incentives which can at least compel state and local governments to consider labor as an integral resource and take steps to integrate them. The following are some specific recommendations:

1. An ideal way of implementing such a program would be to appoint permanent labor liaisons at regional and state levels who can keep up the contacts and the flow of communication with these groups.
2. As a matching fund source for most state programs in this area, FEMA is in a position to require that such a program be instituted at state and local levels by regulation as a condition to quality for funding.
3. Guidelines for planning and programs put out by FEMA for use by state and local governments should incorporate labor as an integral resource to be included in such planning.
4. Community information and training packages should be designed for labor defining their role in an emergency management program and disseminated.
5. It is recommended that efforts be made by FEMA to integrate with national labor organizations and translate such training through labor hierarchies to their state and local level.
6. Efforts to standarize local emergency services programs and professionalize them seem to be required immediately before outside resources can be included in such programs. As the holder of the purse strings, the federal government is in a position to require such efforts of local governments.
7. It is also recommended that the legislation and regulations be changed to provide recognition of mitigative efforts of state and local governments which will provide incentives for them to do more to prevent emergencies.

#### RECOMMENDATIONS TO WASHINGTON STATE DEPARTMENT OF EMERGENCY SERVICES

1. It is recommended that a private-sector liaison position be established for keeping up the contacts with labor and other private-sector groups established by the project to maintain agreements and to serve as a conduit for training and operational involvement of labor and other non-governmental resources.
2. It is recommended that an assessment team be preassigned with representatives from labor, Associated General Contractors, National Defense Transportation Association, United Way, Red Cross, and state and local governments and pre-trained. A flow of information about emergency management programs to keep them updated is also necessary. This team can be utilized at the onset of a disaster for field situation and needs assessment and to facilitate communications.
3. It is recommended that a line itemed emergency fund be established and among other things be utilized for minimum compensation to such assessment teams and to augment local government capabilities with additional resources from the private sector.



4. In the absence of a permanent liaison, it is recommended that at least one representative from each of these groups be asked to serve as permanent members of the state emergency operations center team and be incorporated in state training programs so that they can be used as a conduit to access resources from their respective groups during an emergency.
5. The project had already started disseminating emergency management program information through the "Scanner," the publication of the King County Labor Council. It is recommended that these be continued and repeated and followed up yearly with updated articles in the "Scanner" and labor publications.

#### RECOMMENDATIONS TO LOCAL GOVERNMENTS

1. As demonstrated by the project, the labor leaders in every community are willing to be involved and assist in operational response during emergencies and in planning for them.
2. It is very simple for the local emergency services organizations involve these groups. Essentially the following basic steps are involved:
  - a. Identifying the leaders of the nearest local central council of the AFL-CIO, Associated General Contractors Chapter, and the United Way.
  - b. Conducting introductory meetings and providing a brief presentation about emergency management.
  - c. Providing them with general published material on emergencies and local programs for managing them.
  - d. Outlining for them how they can assist.
  - e. Obtaining names of key contact people for the organization to channel information to and use as focal contacts to the groups.
  - f. Inviting the contact people to participate in local training programs and develop a cadre of reliable and professional people from labor and contractors that can be used in assessment of needs and damage.
  - g. Negotiating agreements of interaction which outline compensation, registration of people, insurance, methods of call-out, and other standard operating procedures.
  - h. Following up during non-emergency times with brief phone calls or coffee sessions once in three months or in other words, keep the contacts ongoing.

The project has discovered a hesitancy on the part of government agencies to approach non-governmental groups because of turf, funding,

and other ideological reasons. But as pointed out, there are tremendous advantages in integrating these resources in operations and stature of the programs. Most of these hesitancies stem from a fear of the unknown and the reluctance to take on additional responsibilities which cannot be updated for want of time and manpower.

The investment of time, as demonstrated, is very negligible except in the initial effort to bringing the groups on board and well worth it in the long run. When approached, they are also in most cases willing to volunteer skills and equipment. Basically, it boils down to government taking the basic step to start the interaction process and keeping up the interest of the groups.

Acknowledgement

Page x

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## LABOR MOBILIZATION PROJECT

### FINAL REPORT #2 - 1981

#### Chapter I

#### Introduction

The final report is submitted in accordance with the Federal Emergency Management Agency Contract EMW-C-0386 dated April 1, 1980 with the Washington State Department of Emergency Services (DES). It is an addendum to the final report of the Labor Mobilization Project, dated May 1980, submitted under the Defense Civil Preparedness Agency Contract, DCPA 01-C-77-0252.

This report contains:

1. The Labor Mobilization Project's research and findings in the extended phase between April 1, 1980 to April 15, 1981.
2. Recommendations for operational implementation of the programs developed by the project to federal, state, and local governments.
3. A summary of the previous report to provide continuity.

#### A. Philosophical Context of the Labor Mobilization Project

By law, government, at all levels, has the primary responsibility to save lives and protect property during manmade and natural emergencies. It is also responsible for instituting an ongoing planning process to improve the systems of response to such emergencies and make them more cost-effective and efficient.

It is an indisputable fact that emergencies in actuality and by definition are constantly on the increase. It is also very evident that government, while doing its best to respond to and plan for such emergencies, cannot adequately address the broad range of emergency response activities alone and does not always have the resources at its disposal to deal effectively with these situations.

Response to all types of emergencies and to some extent the reduction of their impact can be bettered by a more effective utilization of manpower and equipment resources in the nongovernmental section of the community and by a team effort between government, labor, business, and private nonprofit agencies.

The need for a community effort in responding to disasters has been recognized by the federal, state, and local governments in the past, but apart from volunteer social service organizations, only sporadic involvement of nongovernmental organizations based upon circumstantial need has been accomplished.

With the increasing demands on the federal dollars, it is also becoming evident that the federal government will not be able to subsidize all efforts for emergency planning and response at state and local levels. Thus the added strain on state and local government budgets makes it imperative that a comprehensive emergency management program which utilizes fully the resources available in the community is instituted without delay. The Labor Mobilization Project is an effort in that direction.

B. Background of the Labor Mobilization Project

The Labor Mobilization Project was started in October 1977 under the auspices of a grant from the Defense Civil Preparedness Agency (DCPA). It formed one of the many research projects undertaken by DCPA's social science research division, for improving the existing system of response for emergencies and for setting up a civil defense information outreach program for the community. The project adhered to an all-hazards orientation, rather than just civil defense and was continued under the Federal Emergency Management Agency (FEMA) upon DCPA's merger into FEMA.

The Labor Mobilization Project was a pilot study conducted in the state of Washington to research the feasibility of involving organized labor in all-hazards mitigation, response, and recovery, and to outline the best way of involving them.

Upon receipt of the grant in October 1977, the Washington State Department of Emergency Services (DES) decided to use labor representatives in the study process. The differences in ideology were evident the very first time DES approached labor representatives. Labor leaders were reluctant to be involved in a pure academic research study

but expressed their willingness to be involved in an experimental research design which will result in an operational plan.

The Defense Civil Preparedness Agency accepted a modification proposal submitted by the Department of Emergency Services in conjunction with the King County Labor Council of Washington, AFL-CIO, on October 4, 1978. The project has been jointly conducted by the Washington State Department of Emergency Services and the King County Labor Council as subcontractors and has been an experimental design based on actual interaction between the user and target groups rather than a theoretical study.

Using the King County Labor Council as consultants in the planning process has been a valuable asset to the study. It provided a lot more credibility for the project with labor and also an easier entre into the other private-sector groups such as the Associated General Contractors, the National Defense Transportation Association and the United Way agencies.

In the initial phase, under the DCPA grant to explore feasibility, the study was primarily conducted in the two pilot test counties of King and Snohomish using them as the research base. The feasibility study was positive and successful in these areas. There was a great willingness on the part of labor and private-sector groups with relevant skills to be involved and by interacting with them, local, state, and federal government representatives were able to visualize the advantages of utilizing the resources available in the nongovernmental sector and to work with them cooperatively. These were, however, atypical counties in the state of Washington. In order to make the study truly comprehensive and expand the program statewide and investigate its feasibility in other counties including rural counties, an extension was requested. The Federal Emergency Management Agency approved an extension for a year until April 15, 1981.

C. Overall Goals and Objectives of the Labor Mobilization Project

Goal: The overall goal of the Labor Mobilization Project was to study how all hazards preparedness, mitigation, response, and recovery can be made more effective and efficient by coordinating and including the manpower and equipment resources available in organized labor and other private-sector groups.

Objectives: The objectives of the Labor Mobilization Project in its initial phase were:

1. To identify linkages between capabilities of organized labor and the functional needs of government in all types of emergencies and in the three phases of every emergency, i.e., preparedness, response, and recovery.
2. To determine the feasibility of involving organized labor in all-hazards response and recovery.
3. To outline a preferred means and an operational plan in the state of Washington to involve labor.
4. To develop a prototype model based on the project's research findings, for application in other states in similar efforts.

D. Summary of Research and Findings of the Labor Mobilization Project in the First Phase (October 1977--March 1980)

The following is a summary of the project's work in the first two and a half years and leads into the extended phase of the study.

The execution of the initial phase of the project involved the following steps:

1. Preliminary research was conducted on the structure of labor, structure of government in relation to emergency services, and the laws, regulations, and procedures governing emergency response and recovery.
2. The hazard potential in the state of Washington and case studies of any previous efforts by government to involve labor and private-sector resources in emergency response were researched in detail.
3. Governmental needs, under different types of disasters and in the three phases of disasters, were identified and these needs were matched with skills and resources in the labor unions, Associated General Contractors, Transportation organizations (such as the National Defense Transportation Association and the Teamsters) and United Way referral agencies.
4. King and Snohomish Counties were chosen as the pilot test areas because of their atypical nature of the government and emergency services organizations, high hazard potential, higher population concentration, and the structure of labor.



5. Executive secretaries of the AFL-CIO central councils in King and Snohomish Counties and the business agents of the individual unions representing skills relevant to emergency response, and representatives of the Associated General Contractors, National Defense Transportation Association, and United Way were contacted.

Information about the purpose of the project, labor's role in emergency services and general information about emergency management and civil defense were provided to them.

6. The project also parallelly worked with the Departments of Emergency Services in King and Snohomish Counties. Government representatives in a sample of ten other Washington Counties were also contacted and their reaction to the concept of involving labor in emergency management were obtained.
  7. The Labor Mobilization Plan, comprised of the two following parts, was developed as the preferred means of involving labor and private-sector resources in all-hazards response and recovery:
    - a. The assessment team.
    - b. The call-out mechanism.
- a. The Assessment Team

The assessment team is a key component of the Labor Mobilization Plan. The assessment team concept envisions a preassigned team composed of representatives from the three levels of government, labor, Associated General Contractors, and community services to be mobilized at the onset of a disaster either by state or local governments to provide a reconnaissance of the problems at the emergency site and advise appropriate elected officials and local Emergency Services directors on the manpower and equipment resources required to handle the situation. This team will provide the ongoing communication link between government and the private-sector groups and facilitate ongoing contacts and information flow during non emergency times.

b. Call-out Mechanism

The project compiled a comprehensive call-out list for King and Snohomish Counties by obtaining from each union in these counties, three contact names along with their residential and business telephones and addresses. A detailed transportation resources inventory was compiled by the National Defense Transportation Association for these counties under a subcontract with the King County Labor Council. This will be the conduit for accessing transportation resources. Similarly, contact names were obtained from the Associated General Contractors to be used to access construction and heavy equipment through their "Plan Bulldozer."

8. A system for activation of the Labor Mobilization Plan and its integration with the existing emergency response in keeping with the laws in the state of Washington was designed as follows:

When a local government is overwhelmed by an emergency, it generally asks the state government and the governor for assistance. An assessment team is then dispatched to the emergency site to advise the governor on what manpower and equipment are needed. Based on the advice of the team, the governor under his/her legal authority can send appropriately equipped "mobile support units" to the stricken area. The lists already compiled and the representatives on the team from the private sector are used as the focal contacts to access the additional manpower and equipment from the respective groups.

By law, when additional resources are dispatched by the governor to a stricken area under Revised Code of Washington 38.52, as mobile support units, compensation, insurance for workers and equipment, and cost for equipment are also covered.

The system was designed at the state level because the project was operating at that level in the initial phase. Local governments can form their own assessment team, compile call-out lists in their jurisdictions, and presign agreements with the unions and other private-sector groups. In the extended phases, the project concentrated on studying the application of this system at the local level.

9. Brief training sessions were conducted for the membership of all the unions in King and Snohomish Counties using a seven minute slide and tape presentation, an operational handbook, and a brochure.
10. To test the plan, tabletop exercises were conducted in King and Snohomish Counties. An assessment team was set up. This team, comprised of government and private-sector representatives, surveyed damages caused by a hypothetical flood and earthquake and then determined the needed manpower and equipment. Labor liaisons then established response time by calling key contacts for manpower resources. The exercise in King County tested the assessment team concept, and the exercise in Snohomish County tested both the assessment team concept and the call-out mechanism. Both exercises established the advantages of utilizing labor and private-sector groups as additional resources during emergencies and the importance of a cooperative effort between the three levels of government and the non governmental organizations in the community for a more effective and efficient response.
11. Hypothetical applications of the plan to actual disaster situations after the fact were also made.
13. A resolution was presented at the National Building and Construction Trades Convention in San Diego in 1979 and the group unanimously endorsed the Labor Mobilization Plan and its recommendations.

Recommendations and Conclusions of the Project in the Initial Phase:

1. There is a tremendous wealth of skilled manpower and expertise in the labor unions and equipment resources in other private-sector groups. Not much has been done by government in the past to utilize these resources in a systematic and comprehensive manner. Some manpower is obtainable through contractors but it is more efficient to call on labor unions and other groups as well. The project's research has shown that there is also a great willingness on the part of these groups to be involved.
2. The government agencies should integrate with the local central councils of AFL-CIO and the Teamsters' locals as these are the operational areas of labor and all community and civil activities of labor are done through these councils.

3. A vertical chain-of-command does not exist between federal, state, and local emergency services organizations nor is there a standardized structure of local or state emergency services organizations. Ultimate authority and responsibility for planning for and responding to emergencies is vested in the local elected officials in all counties and cities. Depending upon local governments' needs and hazard potential, there is a difference in the degree of organization to deal with such hazards.
4. The project cannot devise a specific model that can be utilized by every one of these organizations. Therefore, an ideal model that outlines an alternative better response system, integrating all community resources is outlined. This model is general and flexible enough and describes guidelines to be followed in involving non governmental organizations such as labor, contractors, and transportation industries in emergency planning and response.
5. There are basically six major functional areas in which labor and private-sector groups can assist government in preparing for and responding to an emergency.
  - a. Obtaining insurance for both industrial equipment and personal property for disasters.
  - b. Dissemination of civil defense information and training and education materials on responding to and preparing for all types of emergencies. Labor has publications in which such information can be included.
  - c. Including in their orientation and training curriculum, short training sessions on emergency response functions such as radiological monitoring, first-aid, shelter management, response to hazardous chemicals, etc.
  - d. Assist government in planning for emergency response and economic recovery--such as in crisis relocation planning, industrial relocation planning, and the stocking of shelters.
  - e. Assist government with skilled manpower and equipment resources before, during, and after all types of hazards--natural or nuclear. For example, almost every labor council has an active community services agency which incorporates a large number of United Way agencies. These are a tremendous resource base.

- f. Even if integration and agreements are achieved in functionally involving labor and other private-sector resources in emergency management in the absence of an effective ongoing communication system, with at least the leadership or front line contacts in these groups, these groups and their resources for functional assistance cannot be included by government in a systematic manner. Once this communication basis is established and kept up on an ongoing basis, these resources in groups can be used for any specific type of an assistance.
- g. In the past, government agencies have generally failed in attempts to involve labor and contractors in planning and response to emergencies. There are two main reasons for these failures:
  - 1) Government has tried to make inventories of resources without help from these groups. These inventories are often incomplete and have the tendency to become outdated because government does not have the manpower to keep them updated.
  - 2) Protective of their own turf and authority, local and state governments mistakenly believed that they would have to relinquish control to labor and the private sector if these resources were tasked. They have also been concerned about the cost of using labor and private-sector resources. If approached, these groups are very willing to cooperate and assist voluntarily or at cost since they are also a part of the community, and every governmental jurisdiction can work out by prior agreement the conditions of such involvement.
- h. It is essential for government agencies to have a liaison who is familiar with labor and private sector. This will make communication and initial contacts easier.
- i. Irrespective of an assessment team being formed or mobilized, the call-out mechanism is a very useful tool for government agencies in disaster response. The front line contacts in each union and contractor's groups forming the call-out list, as a part of their daily job, know where their men and equipment are. They will, therefore, be able to provide immediate access to them.

- j. Continuous information flow to these contact people, brief operational training programs to the membership, and a liaison to keep these lists updated on a regular basis are essential to keep the resource ready to be involved.
- k. It is very essential for government agencies to study their laws pertaining to involving additional resources, registration, liability insurance, compensation, etc. Also the inhouse system for supervision and documentation of work of those additional people have to be predesigned.

#### Deliverables

The project in the initial phase published a handbook as an operational guide for local governments and a labor and business groups for their mutual interaction. A final research report was also submitted to FEMA in May 1980.

#### E. Goals and Objectives of the Labor Mobilization Project in the Extended Phase (April 1, 1980 to April 15, 1981)

Goal: The goal of the Labor Mobilization Project in the extended phase was to study the applicability of the Labor Mobilization Plan, as developed in the pilot-test counties of King and Snohomish, statewide in the state of Washington.

Objectives: Objectives of the project in this phase were:

1. To continue testing the involvement of labor with local government agencies in emergency management.
2. To contact 10 or 11 selected AFL-CIO central labor councils in a sample of counties including rural counties in the state of Washington.
3. To contact other private-sector groups such as the Teamsters' locals, Associated General Contractors (AGC) and United Ways, wherever possible, to involve them in all-hazards response and recovery.
4. To investigate with the input of local Emergency Services organizations in the selected counties, the roles that labor could play in their local programs.

5. To conduct random tabletop exercises in the selected counties.
6. To provide a cumulative set of recommendations and a revised prototype for other states to utilize in their efforts to involve non governmental resources in all-hazards planning, response, and recovery.

F. Execution of the Project in the Extended Phase

1. Staffing

The project was executed with four full-time staff positions filled with members with complementary specialized skills. The same staff members as in the initial phase, worked on the extended phase of the project. The staff positions were:

- a. Principal Investigator/Government Liaison
- b. Labor Liaison
- c. Research Assistant
- d. Administrative Assistant

Positions b, c, and d were contracted through a personal services contract with the King County Labor Council of Washington, AFL-CIO, as before.

2. Program Areas

The extended phase of the project was executed in the following program areas:

a. Developmental Research

This program element involved researching the application of the Labor Mobilization Plan as developed in the pilot-test counties of King and Snohomish in ten other selected counties in the state of Washington. This element fed into the entire span of the project.

b. Training and Education

This program element included conducting training sessions in the selected counties using training materials already developed in the initial phase of the project and disseminating information through the labor publications.

c. Exercise

This program element included conducting two random tabletop exercises in selected counties to test the interaction of labor and local government agencies in emergency management and application of the recommendations of the project to the federal, state, and local governments for implementation of the programs developed by the project.

G. Tasks Conducted by the Project in the Extended Phase

In the extended phase, the study was conducted in the following steps and included all the outlined tasks. Detailed description of the tasks by program elements and recommendations and conclusions follow in the text of the report.

1. A sample of ten counties around the state, including rural counties, counties with characteristically different work forces, and different hazard potentials were chosen.
2. The labor and government liaison systematically contracted the local emergency services organizations and the central labor councils of the AFL-CIO in these counties.
3. The governmental and labor structures in these counties were studied and roles for labor in local government emergency operations identified.
4. Presentations were given by the labor liaison before the leadership and the members of the labor unions in the selected counties. The seven minute slide and tape presentations, handbook, and the brochure developed during the initial phase of the project were used for this purpose.
5. Call-out lists of three contact names with telephone numbers and addresses from the labor unions and central labor councils were compiled. In counties such as Cowlitz County, where an immediate need for additional resources was felt following the eruption of Mt. St. Helens, the list was handed over to the local emergency services director for use.



6. The counties of Chelan and Spokane were chosen for random tabletop exercises to test the applicability of the Labor Mobilization Plan and the interaction of labor and local government agencies.
7. Tabletop exercises were developed and conducted in Chelan and Spokane Counties. In Chelan County, using a hypothetical flood scenario, the interaction of local labor groups in the emergency operations center during the flood was tested. In Spokane County, the integration of local labor resources into the Manpower Annex of the Spokane County Emergency Operations Plan for crisis relocation was tested using a nuclear crisis buildup scenario.
8. Throughout the extended phase, the project followed up continuously with labor and local emergency services organizations in King and Snohomish Counties. At the request of King County, representatives were identified and names provided to them for purposes of training and ongoing involvement in their emergency operations center.
9. The project conducted case studies of interaction between labor and local and state governments in actual disaster situations such as the eruption of Mt. St. Helens.
10. The project drafted and assisted in negotiations of agreements and memoranda of understanding between labor groups and King and Pierce County Emergency Services organizations. The standard format of the agreement was provided to other counties as an example in drafting their agreements.
11. General articles on emergency management were published in the "Scanner," monthly labor publication of the King County Labor Council.
12. The project presented a resolution through the King County Labor Council to the 1980 Biennial Convention of the Washington State Labor Council for its endorsement of the recommendations of the project. The resolution was unanimously endorsed.

13. Presentations were given before the FEMA regional directors, the April 1980 Advanced Civil Defense Course at the FEMA Staff College at Battle Creek, Michigan and the U.S. Civil Defense Council Conference in eastern Washington on the findings of the project and comprehensive and systematic ways to incorporate non governmental resources in the community in emergency response and recovery.
14. The project participated in meetings of the Puget Sound Committee on Crisis Relocation Planning and also with planners in the state of Washington in this area.
15. Before conclusion, the project did an updated mailing to all AFL-CIO Central Labor Councils and members of the executive boards of these councils and representatives from AGC Chapters and Teamsters' locals in the state of Washington providing them with a summary of the project's findings and names of their local emergency services directors and urging them to keep up the contacts and cooperate on an ongoing basis.
16. The project was evaluated in total in terms of its objectives and this final report was written outlining the findings and conclusions and recommendations for implementing the program at the national, state, and local levels.

## CHAPTER II

### DESCRIPTION OF THE PROJECT BY PROGRAM ELEMENTS CONCLUSIONS AND RECOMMENDATIONS

#### A. Developmental Research

This main program element of the extended phase of the project included the following tasks:

1. Selecting ten or eleven Washington State counties to study the application of the Labor Mobilization Plan as developed in King and Snohomish Counties in other areas and to develop a more comprehensive prototype.
2. Studying the structure of government, Emergency Services organizations and labor in these counties.
3. Outlining the hazard potential in these counties.
4. Outlining the roles that labor can play in their emergency management programs.
5. Identifying salient points of difference between interaction of labor and local government in metropolitan and high-hazard risk counties and rural and low-hazard counties.

The above-mentioned topics are outlined in detail in the following pages.

#### 1. Selecting a Sample of Eleven Counties

In the initial phase, the project developed the Labor Mobilization Plan composed of the assessment team concept and the call-out mechanism as a preferred means of involving labor after extensive research in the pilot-test counties of King and Snohomish. These were chosen as pilot counties because at the time the research study was started, they both represented two different types of governmental organizations and also atypical organizations of emergency services within the county structure. They are the largest two counties in the state of Washington with a high hazard potential and a large portion of the work force is organized.

The project's work was very successful in these counties and more willingness to interact with government in the area of emergency management was forthcoming from labor and contractors and transportation organizations than from government agencies. After perseverance and a lot of hard work, the project was able to change some attitudes in government, and allay some fears, and the ultimate point of acceptance of using labor and other private-sector groups as a resource from government, came after actual interaction between the two groups at meetings and exercises.

These counties are atypical counties for various reasons explained in the first final report and above. Labor is a visible group in these areas and the resources and community activities of labor are recognized. Further, local governments are used to working with private contractors and labor unions in these areas and the size and population of the counties makes labor and other private-sector groups during emergencies a very valuable resource. A study researching the feasibility of involving another new component into an established system also studies reactions and attitudes of such an involvement by as many of the user groups as possible. Theoretical input and attitudes towards such a concept among the local governmental emergency services organizations in ten counties and three cities were studied in the initial phase. However, it was essential that the project also study labor attitudes statewide and problems of interaction between labor and local governments in a sample of counties where the nature of hazards are different, where attitudes towards labor are different, where labor is not a largely organized group or represents skills that may not be relevant to emergency management, and where county resources especially financial are extremely limited. This was one of the major objectives of the project in the extended phase.

The project chose eleven counties around the state of Washington to provide a sample of rural counties with low to medium hazards, counties planning extensively for a potential hazard, counties to the east and west of the Cascade Mountain Range, counties with different types of economy and work force, and counties with smaller, larger, and joint labor organizations covering more than one county.

The counties chosen for the development research in the extended phase were:

Eastern Washington

1. Spokane
2. Chelan
3. Douglas
4. Benton
5. Franklin

Western Washington

1. Pierce
2. Cowlitz
3. Clallum
4. Thurston
5. Clark
6. Grays Harbor

Apart from researching the feasibility of interaction between labor and local government using a wider base, this developmental research element provided as an incidental result, a forum for the labor leaders and local governments to meet each other and interact with the project itself being the conduit, thereby providing both groups an opportunity and the necessary introduction to communicate further on an ongoing basis.

2. Structure of Government, Emergency Services and Labor in These Counties

a. Eastern Washington

1) Spokane County

Spokane County government operates under a board of three county commissioners who form the executive and the legislative body. The city of Spokane, however, operates under a mayor and a city council and a city manager system where the former constitutes the legislative branch and the latter the executive.

At the time of inception of this project, there were two emergency services divisions-- one for the county and another for the city, but the organizations have been merged into a county organization for Emergency Services and put under the Sheriff's office and the division is headed by a deputy sheriff. An emergency services council has never been active in the county or the city.

Labor:

Approximatley 22 to 23% of the total work force in Spokane County is organized into unions. The Spokane Central Labor Council is the local operational organization with which 72 local unions are affiliated. The local trade councils are also affiliated with their own district councils and international unions. The trade councils in Spokane County are:

- a) Building and Construction Trades Council covering northeastern Washington and northern Idaho.
- b) District Council of Carpenters.
- c) Painters District Council of eastern Washington and northern Idaho.
- d) United Steelworkers of America, Subdistrict #7.

These councils are also a part of the central labor council. The executive board of the Washington State Labor Council has two members from Spokane, which is part of the Fifth Executive Board District.

2) Chelan and Douglas Counties

Chelan County government is run by an elected board of three county commissioners. Douglas County government is also run by an elected board of three county commissioners. A few years ago, however, the Emergency Services organizations for these two counties were merged into one organization which directly answers to an emergency services council of Chelan and

Douglas County composed of county commissioners of these counties and mayors of incorporated cities in both counties except the cities of Wenatchee, East Wenatchee, and Bridgeport who pulled out last year. The chairman of the emergency services council is Mr. Tom Green who is also a Chelan County commissioner.

Labor:

Chelan and Douglas Counties are rural counties situated to the east of the mountains and fairly spread out. The work force is mostly agricultural and therefore the labor organizations in the counties are few in number but nevertheless represent 30-35% of the non agricultural labor. The local central council covers north central Washington which covers Chelan and Douglas Counties and parts of Grant and Okanagon County. The trade councils include Building and Construction Trades Council of North Central Washington, District Council of Carpenters of the Columbia River Valley, Lumber Production, and Industrial Workers District Council of Central Washington.

3) Benton and Franklin Counties

Benton and Franklin County local governments operate under a system of a board of three county commissioners respectively. The Emergency Services directors are appointed by the county commissioners. Benton County has a full-time Emergency Services director and a full-fledged Emergency Services organization. Franklin County has a part-time Emergency Services organization and essentially an one-man office.

Labor:

The local central labor council of AFL-CIO covers both Benton and Franklin Counties. The trade councils in these counties include Building and Construction Trades Council of southeastern Washington, Union Label and Service Trades Council of Benton and Franklin Counties, and the Hanford Atomic Metal Trades Council. A major percentage of the work force are employed with the Hanford Nuclear Energy Power Plants and with the Washington Puget Power Supply Systems.

There is no dividing line between the counties in terms of the workers. They commute back and forth. As the Emergency Services organizations for these counties are separate and the two county governments are functioning separately, the government agencies, in utilizing the skills in the non-governmental and labor groups, should register the workers in both counties in order to cover them for insurance and liability.

b. Western Washington

1) Pierce County

Pierce County is the third largest county in the state of Washington and located in the Puget Sound Basin. The Pierce County government is at present under a transition from a county commissioner form of government with a three member board to a county executive--county council form of government. Under the old system, the Emergency Services director was appointed by the commissioners and the organization was a full-time one. No changes have so far been announced with respect to this division. They do not have an emergency services council.

Labor:

Pierce County has one of the highest percentages of organized workers in the state of Washington. The labor organization in Pierce County includes the Pierce County Labor Council which is the local central council and the following trade councils: the Pierce County Building and Construction Trades Council, the Metal Trades Council, and the Union Label and Services Trades Council.

2) Clallum County

Clallum County is a sparsely populated county in the Olympic Peninsula in northwestern Washington. The emergency services responsibilities are assigned to the Sheriff's office and delegated to an emergency services coordinator appointed by the sheriff.



Labor:

The labor organization in Clallum County is fairly small with all the unions affiliated with the Port Angeles Central Labor Council and the Building and Construction Trades Council of the Olympic Peninsula, covering Kitsap and Mason Counties and Port Angeles in Clallum County.

3) Grays Harbor

This is a central western Washington county on the Pacific Coast. The County government of Grays Harbor is headed by a board of county commissioners. The emergency services director position is full-time. He is appointed by the board of county commissioners.

Labor:

The central labor organizations in Grays Harbor County are the Grays Harbor Labor Council and the Grays Harbor Building and Construction Trades Council.

4) Cowlitz County

Cowlitz County is located in southwestern Washington. Cowlitz County has a county commissioner form of government. Until recently there was a full-time emergency services organization, the director of which was appointed by and answers to an active emergency services council composed of the county commissioners and mayors of the incorporated cities in the county. But the emergency services responsibilities have been delegated to the sheriff's office as of last year and are under the jurisdiction of an emergency services coordinator/deputy sheriff appointed by the sheriff. The emergency services organization has been disbanded.

5) Clark County

Clark County is located in the southern most part of western Washington. The county operates under a county commissioner form of government with a board of three county commissioners.

The emergency services organization in the county is a joint organization for the city of Vancouver and Clark County with a full-time director appointed by the county commissioners in concurrence with the Vancouver City Council.

Labor:

The local central labor council in Vancouver, Washington covers Clark, Skamania, and west Klickitat Counties. Thus the labor force in these three counties can be mobilized by using the contact names from the Vancouver area. Most of the trade councils and the district councils are joint with Portland, Oregon and are located in Portland. These include the Building and Construction Trades Council of Columbia Pacific and the District Council of Carpenters of southwest Washington. Most of the work force consists of pulp and paper mill workers and lumber mill workers who are not affiliated with the AFL-CIO but with their own national organization.

3. Hazard Potential in Selected Counties

Eastern Washington

<u>Counties</u>	<u>Natural Hazard Potential</u>	<u>Manmade/Nuclear Hazard Potential</u>
1. Spokane	Low to moderate.	High: 1. Considered a target area because of Fairchild Air Force Base. 2. Chemical & hazardous material hazards high because of plants and transportation of these through the city. 3. Nuclear hazards from ammunition & materials at Fairchild. 4. Impact high because of larger population
2. Chelan & Douglas	Moderate to high. Primarily flash floods, thunderstorms. Higher risk because of expansion of city into the canyons.	Low to moderate.

<u>Counties</u>	<u>Natural Hazard Potential</u>	<u>Nuclear Hazard Potential</u>
3. Benton & Franklin Counties	High. Floods, Columbia Basin.	High: Because of the Hanford Reservation where the atomic & nuclear power plants and reactors of the Washington Puget Power Supply and the Department of Energy are located.
<u>Western Washington</u>		
1. Pierce	Moderate to high. Floods, impact greater because of concentration of population.	High: 1. Chemical and hazardous material spills because of industries, pulp mills, transportation. 2. Target area because of population.
2. Clallum	Moderate. Tidal waves, heavy winds.	Low nuclear hazard.
3. Grays Harbor	Moderate to high. Coastal tidal waves, winds, tsunamis.	Low.
4. Cowlitz	Moderate to high. Volcanic hazard, floods, Columbia & Cowlitz Rivers.	High: Trojan Nuclear Power Plant in Portland--within radius of plume.
5. Clark	Low to moderate. Snow storms, floods.	High: Because of Trojan Power Plant in Portland within radius of plume.
6. Thurston	Low to moderate.	Moderate to high: Target area because of seat of state government.

4. Functional Linkages Between Labor Resources and Needs of Local Emergency Services Programs

In our original report, we outlined the specific roles that labor can play in different types of disasters and in the different phases of such disasters. Chart I summarizes these functional linkages. In general, there are basically five major areas in which labor and other private-sector groups can assist government in preparing for and responding to emergencies of all types.

- a. Assisting government in planning for emergencies by the three different phases of mitigation, response, and recovery, and outlining procedures for integration of their skills and resources into the system.
- b. Assisting government with the skilled manpower and equipment resources before, during, and after all types of hazards--natural and nuclear.
- c. Assisting government in dissemination of training and education materials to their respective communities on civil defense, other types of potential hazards, safeguards for such contingencies, through their inhouse publications, orientation and communication systems.
- d. Assisting government in setting up a preassigned team and in training this team of community representatives including labor, contractors, community services, to be ready and available when a disaster strikes, and to provide an ongoing communication link for government agencies, with the groups represented on the team during non disaster times.
- e. Establishing a constituency base for emergency managers.
- f. Creating and maintaining with assistance from government their own programs for industrial equipment and workers to be used during and after emergencies and disasters.

The roles that labor and other private-sector groups such as Associated General Contractors, National Defense Transportation Association, and United Way can play in the emergency management program can be identified and have been identified by the project on an hypothetical and general scale. But the significance of these groups being involved in a local program is very high because:

- a. The local governments by law have the ultimate operational responsibility in planning for and responding to emergencies. They are the initial point of response, they are the ones directly impacted by localized emergencies and the disasters, and federal and state governments rely upon them to a great extent to do their best and have good programs. The state and federal governments coordinate resources and provide financial assistance.
  - b. The resources of local governments are limited for the most part and it is more efficient for emergency services agencies at this level to have a more comprehensive system involving labor, contractors, and community services agencies in the program on an ongoing basis.
  - c. Since the operational impact at this level is very high, the unions and contractors in the community are more liable to cooperate and work with the government agencies to rebuild the community and provide economic stability.
  - d. A team effort at the local level in planning for and responding to disasters increases their credibility with state and federal levels for reimbursement and verification of their efforts.
  - e. Local elected officials do not always recognize the importance of a good and professional emergency management program. An education effort will create an interest in the importance of such programs in the community, and pressure by labor, businesses, and contractors in the community will make them take a second look.
5. Points of Difference Between Labor and Local Government Interaction in Metropolitan and High Hazard Counties and Rural and Low Hazard Counties.

a. Labor: Structure and Response

The project's research has shown that in all counties, whether it be rural or metropolitan, high hazard or low hazard, there is a great willingness on the part of labor groups, once approached, to be involved in their emergency management programs. There is also a willingness to learn about the programs.

There has been, however, a wide range of responses in terms of volunteering their service and equipment. Such responses include:

- 1) We do not care. We will not worry about payment during an emergency. We will gladly volunteer our services.
- 2) Of course, if the local government gets reimbursed by the federal government for the jobs done by us, we would reasonably expect that they be fair and pay us whatever they can.
- 3) We will volunteer for the first 24 hours of the emergency.
- 4) If the government people are getting paid while our people are not, there may be a problem.

These responses do not in any way correlate with the size, nature, or hazard potential of the counties. Structurally, as already explained earlier, there are differences in the size of labor unions and their representation. Depending upon the economic base of the counties, there are also special skills that are organized. But essentially, all unions are affiliated with the local central labor councils and for the most part there is a Building and Construction Trades Council in every county. The size of the unions and spread out nature of the work force in small rural and low risk counties may entail that different methods of warning such people and requesting their help by the emergency broadcast system or radio frequencies be designed since telephone communication cannot be relied upon.

b. Government Responses & Structure of Emergency Services Organizations

- 1) There is a very high positive correlation between the nature, size of the county, and the hazard potential of counties and the size and efficiency of the emergency management programs.
- 2) The initial response of all local government representatives and local emergency services organizations to involving labor skills and resources into the emergency response programs is one of hesitancy and skepticism because of turf reasons and financial reasons and ideological connotations.

- 3) The metropolitan and high hazards counties are quick to recognize the advantages of having this additional resource at their disposal, once the willingness of labor to assist them and the resources available in the unions are brought to their attention. More of their fears about compensation, etc. are further reduced upon interaction with labor. Metropolitan and high hazard counties are also used to dealing with private contractors sporadically in emergency situations and are most apt to follow up on contacts with labor once the initial contacts are established.
- 4) Rural and low hazard counties, for the most part, do not have a very active emergency services program. The directors are part-time and even though they recognize the value of a comprehensive program, they do not want to spend the time or effort or have the manpower resources at their disposal to keep up the contacts.

CHAPTER III  
TRAINING AND EDUCATION

This program phase of the project involved the following tasks:

1. Contacting labor groups and local emergency services organizations in the selected counties.
2. Conducting briefing sessions utilizing training materials developed in the initial phase.
3. Obtaining key contact names from labor.

A. Contacting Labor Groups and Local Emergency Services Organizations in the Selected Counties

The labor liaison systematically contacted the executive secretaries of the local central counties of AFL-CIO in the 11 selected counties during the extended phase. During these initial contacts, an introduction was given about the project's goals and accomplishments, and permission obtained to give presentations before executive board and general membership meetings. In Pierce County, the Teamsters local and the United Way were also contacted.

Parallely, the government liaison contacted the local emergency services directors in these counties and conducted brief introductory meetings with them and informed them of proposed presentations before and meetings with labor leaders in their counties.

Between initial meetings and presentations, sometimes there were turnovers both in the local emergency services organizations and labor leadership. The project had to follow up with the new leadership and sometimes conduct introductory meetings more than once.



B. Conducting Briefing Sessions

Brief ten minute presentations were given before the AFL-CIO local central council, executive board, general membership meetings, and business agent's meetings in these counties. In most counties, the local emergency services directors were also invited to the presentations in order to facilitate an introduction between the two groups.

A seven minute slide and tape presentation and a handbook developed in the initial phase of the project were utilized in these presentations. These have been included as appendices in the project's first final report.

The presentation developed in the initial phase emphasized how an "assessment team" and "mobile support units" can be mobilized at the state government level, after the local governments have requested assistance from the state and the governor.

In these presentations, it was emphasized that such assessment teams can be formed at the local level and it would be very advantageous to local governments to pretrain such teams and have them at their disposal from the onset of the disaster to provide for a more efficient and quicker response and for assistance with reliable reconnaissance of field situations.

The response to the recommendations of the project was overwhelming on the part of labor groups. In all counties, they expressed a great interest in learning about their local emergency management program and to assist. Only in Pierce, Chelan, Douglas, Spokane Counties and the city of Tacoma did the local emergency services organization personnel and directors follow up and set up meetings with labor groups and exchange information. In other counties, for various reasons, despite persuasion by the project, not much initiative was forthcoming from government representatives to keep up this interaction. Some of these reasons included part-time nature of the organization and change in structure of emergency services.

3. Obtaining Key Contact Names From Labor

The labor liaison obtained a minimum of three contact names from the local central council in every county with their addresses and telephone numbers to compile a call-out list for use by state and local emergency services organizations.

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Cowlitz, Chelan, and Pierce Counties provided contact names from individual unions. In Pierce County, the Teamsters and United Way agency also provided key contacts. Cowlitz County had an immediate need for such contacts following the eruption of Mt. St. Helens and the same was compiled and turned over to the emergency services coordinator for immediate use.

## CHAPTER IV

### TABLETOP EXERCISES

This program element formed one of the major parts of the project's work plan in the extended phase. This program element included the following tasks:

1. Conducting random tabletop exercises to:
  - a. Investigate the applicability of the Labor Mobilization Plan as developed in pilot counties of King and Snohomish statewide, and
  - b. To investigate the feasibility of labor and local government interaction in rural counties, counties with small labor organizations, low hazard potential, and small emergency services organizations.
2. Application and testing of the labor and local government interaction in actual disaster situations and field demonstrations.

#### A. Conducting Random Tabletop Exercises

In the extended phase the project conducted two random tabletop exercises to test labor and local government interaction statewide in Chelan and Spokane Counties.

Fieldtesting is a very important component of the Labor Mobilization Project study. In this testing phase, the project has attempted to be as comprehensive as possible.

1. Rationale for selection of Chelan and Spokane Counties for conducting tabletop exercises in the extended phase:

The main rationale for the selection of Chelan and Spokane Counties was the project's attempt to be comprehensive in the study. The following discussion outlines the testing process of the project in detail.

As already outlined the Labor Mobilization Plan comprises two essential parts:

- . A comprehensive assessment team concept comprised of representatives from federal, state, and local

governments, and labor, Associated General Contractors, and community services agencies in the private sector, and

- . A call-out mechanism comprising of three key contact names from every union with relevant skills to be used as liaisons for mobilizing manpower resources during emergencies.

In the initial phase, the project conducted table-top exercises in the pilot-test counties of King and Snohomish Counties. In King County, the plan was exercised based on a flood scenario but activated at the state and federal government level. The scenario was designed in such a way that the team will be activated by the state government after the local resources had been exhausted and they had requested for the state and federal assistance. The usefulness of the plan and its feasibility were clearly demonstrated.

In Snohomish County, the plan was exercised based on an earthquake scenario in an local emergency operations center (EOC) situation, but again activated after request for assistance had been made by the local government to the state. In this exercise a state emergency operations center was also simulated. A test was made of the callout mechanism once a request list for resources needed was compiled by the state EOC and forwarded to labor liaisons. The exercise was very successful and very valid points for considerations and problems to be resolved were brought out which have already been incorporated in our first final report. Response time for calling out resources was also established.

#### State Activation

The state financial commitment to disaster in the state of Washington is not very sizeable and the state primarily coordinates resources rather than directly responds to emergencies. The operational response is primarily a local responsibility. The Labor Mobilization Plan was originally set up at the state level, as the legal authority for the governor to mobilize additional non governmental resources as mobile support units and respond to requests from local governments already exists under the present law. This authority

however, is not backed by funding, and therefore, governors have been reluctant to use it especially as the disasters in the state of Washington have been borderline disasters until the eruption of Mt. St. Helens. Efforts are underway to establish an emergency fund and increase the commitment to the fund. But it will be a length of time before adequate funding for the state to respond in a mitigative phase and utilize all available resources can be set up.

In the past couple of years, in few instances and actual case studies where the project has acted as a liaison and mobilized manpower and equipment resources for local government, they have benefited from the timely availability of the resources. This was also documented in the Mt. St. Helens situation during the times that the private-sector resources were called upon to assist. In order to provide a comprehensive interaction base, which could be followed upon after the duration of the project, the project also worked on local government and labor interaction to demonstrate the feasibility and conditions of such interaction. Therefore, the exercises in Chelan and Spokane Counties were designed to investigate labor and local government interaction even prior to the local governments seeking assistance from the state.

The exercises in the pilot-test counties of King and Snohomish were again not representative of other counties because of their size, population, and atypical emergency services organizations. The project, therefore, chose Chelan county to test labor involvement in a rural county. Further, until now, all the scenarios were based on natural disasters. The Spokane exercise was, therefore, based on a nuclear crisis buildup scenario. Spokane County was chosen because it is a high nuclear risk area due to the Fairchild Air Force Base, an important counter-force capability of the U.S.

With the four tabletop exercises, the project has tested and demonstrated the feasibility of the Labor Mobilization Plan and the advantages of the integration of labor and private-sector resources which are:

- . In a decision-making role at the federal, state, and local levels through the assessment team concept which also provides a good communication base for an ongoing and continuous interaction.
- . In metropolitan counties, in a rural county.

- . In counties with high natural and technological hazards potential, high nuclear hazard potential, and low to moderate natural hazards potential.
- . In relation to flood stituations, earthquake situations, and nuclear war crisis buildup situations.
- . In actual disaster situations:
  - . Hypothetical case studies after the fact.
  - . In assisting during the situation, when called upon.

The successful demonstration of the Labor Mobilization Plan working in all above situations is an obvious indication of its flexibility, a proof of the merits of integration of all available community resources in the emergency management programs.

B. Chelan County Tabletop Exercise

The project conducted a tabletop exercise based on a flood scenario on December 4, 1980 in Chelan County. Chelan County is located east of the Cascade Mountains in eastern Washington. It is a good sample of a rural county in the state of Washington. The economy is primarily agricultural, mostly dominated by the apple orchards and related industries. The county has a very low nuclear hazard potential but moderate to high natural hazard potential, primarily plagued by floods caused by severe thunderstorms and forest fires. The county is large and spread out and the terrain is mountainous.

There are very few labor unions in the county but almost every relevant trade is organized and represented. The emergency services organization in the county is very efficient, but as with other counties, is suffering the impact of budget cuts. Mr. Skip Stoffel, the director of emergency services for Chelan and Douglas Counties at the time of the exercise, was very dynamic and innovative in his programs and voiced a great interest in working with labor in the area. In the exercise development process, mush assistance was provided and a very personal interest shown by Mr. Stoffel and his staff. They also worked continuously with local labor leaders, introduced by the project to them, in the development of the exercise.

Flash flooding is considered a very potential threat in Chelan County, but there has been a recent controversy regarding the intensity and frequency of such a threat and its damage potential between the city of Wenatchee and the Federal Insurance Administration.

1. Type of Scenario

The city of Wenatchee has in the past been deluged by flash floods caused by severe thunderstorms in the Cascades bordering to the west of Wenatchee. The city is in the process of expanding into the canyons between the hills, and any flooding similar in magnitude to ones caused earlier in the Pine Creek Canyon would be much more destructive. The project, therefore, used flooding as the scenario for the exercise as it is definitely a realistic threat. The background information for the scenario was obtained after extensive research with the Corps of Engineers, the State Department of Ecology, the Flood Insurance Administration, and weather reports put out by the city of Wenatchee, National Weather Service, and United States Geological Survey.

2. Type of Exercise

As already outlined, the exercise was a tabletop exercise in the local emergency operations center. The participants in the exercise included representatives from Chelan-Douglas County Emergency Services, city of Wenatchee Emergency Services, Mobilization designees, Chelan County Red Cross, Chelan County Community Development and Health Department, Department of Social and Health Services (Chelan County), County Engineers, County Auditor, County Commissioners, local press, Job Service, and three representatives from local labor: Building Trades, Laborers, Electrical Workers. The emergency operations center was manned as it would be at the onset of an actual emergency, and labor was added as an additional element to the operations.

Observers included representatives from the State Department of Emergency Services, Federal Emergency Management Agency (National and Region X), Multnomah and Okanogan County Emergency Services, and executive secretary of the King County Labor Council of Washington, AFL-CIO. The exercise was moderated by the project staff.

3. Purpose of the Exercise

The overall purpose of the exercise was threefold:

- a. To provide a forum for labor and local government in Chelan County, to understand each other's

organization, and to discuss what they can offer each other in planning for and responding to emergencies, and

- b. To investigate if labor resources could be successfully integrated into local emergency services operations and if a continuous system of interaction could be established based on the Labor Mobilization Plan already outlined by the project for local government and labor in the area.
- c. To demonstrate the roles that labor could play in the emergency operations and functions under which they could be integrated.

4. Problems Addressed and Method of Discussion

The duration of the exercise was three hours. The first forty-five minutes were devoted to an introduction and outlining the scenario and purpose of the exercise. Four major problem areas were discussed:

- a. Integration of labor in the local needs and damage assessment process.
- b. Integration of a call-out list of key contact people in labor with the emergency operations center system.
- c. Local government's responsibility and capability to register and insure people and equipment.
- d. Record keeping and financial accountability for the work done by labor people called out.

Under each one of these problem areas, the person/persons in the emergency operations center with the responsibility for the area under the Chelan County Plan was/were identified, questions were addressed by the moderator to both government and labor, followed by a discussion of relevant points between the groups.

5. Evaluation

The problems discussed brought out some very salient points. The questions were very specific and evoked some direct answers. Both groups understood more about what they had to offer each other during planning and response phases of all hazards. Government officials and labor leaders left feeling much more comfortable with each other and with the agreement to keep up the contacts, provide a continuous flow of information, to include labor in ongoing training sessions, and use the labor publications for dissemination of information. In



short, the following points were brought out in the discussion:

- a. In an emergency situation as outlined in the scenario, the assessment of needs and damages is the responsibility of the County Road Department and the Engineering Department. In the manner in which the standard operating procedures are set up in the county, there will not be any role for labor in the assessment process.
- b. Being a rural county, the emergency operations center has only one line open for incoming calls. There is an agreement with the telephone company for installing additional lines at the time of the emergency. Therefore, labor resources may have to be called out by making an announcement through the local radio station or the emergency broadcast system.
- c. The local government representatives felt that the emergency operations center (EOC) would greatly benefit by having a person from labor as a part of the EOC from the onset of the disaster. Labor representatives agreed to provide contact names for the purpose. The representative of the International Brotherhood of Electrical Workers also provided the local emergency services director a list of thirty-five contractors that would be willing to assist in an emergency.
- d. The county stated that they had the means to register private-sector and labor people, on-site, through the field supervisor and the team captains. This would not be essential if these people worked for contractors. However, they would have to be registered if they volunteer or are paid by the county.
- e. The county has an engineering budget which has a line-itemed emergency fund, which can be utilized by the county for hiring additional people to resolve immediate problems in an emergency. But, the county would be hesitant to spend it, if they are not reimbursed for the same.
- f. The county has an equipment slip which can also be utilized to keep records of hours of work and type of work performed by union members. It would, however, help the county to have the foremen on the jobs

keep the records, supervise the work, and then turn them over to the designated persons or local department.

- g. The county will not be able to maintain direction and control of the resources called from their emergency operations center because of limited communications capability; however, this could be handled by the radio capability of the County Engineering Department.
- h. The executive secretary of the central labor council said he hadn't addressed the question of labor volunteering, but did not see a problem with it for the first 24 hours of an emergency, but if the county or city employees were getting paid to do the same work, he could see problems being raised. On the other hand, the representatives from the Electricians Local stated that he would have no problem mobilizing people to work as volunteers and that they would not worry about being paid during an emergency. Both of them saw no problem with labor volunteering to assist private individuals.
- i. It was felt by one of the county commissioners that agreements should not only be worked out with labor, but also with public employees so that they will be able to volunteer their time for a certain period after an emergency. It was suggested that legal provisions similar to those in Multnomah County, Oregon, be looked into which state that no overtime pay would be provided for public employees once an emergency is declared, and after a certain period to time they will volunteer their services.
- j. Both the local emergency services director and the executive secretary of the Chelan/Douglas Counties Central Labor Council agreed to sit down and draft an agreement stipulating conditions of interaction, compensation, etc.
- k. Under the specific problems of consideration, it was concluded that labor could be of invaluable assistance with cooks, union halls, and other facilities for mass care, feeding, etc.

Appendix A outlines the scenario, goals, and objectives, and problem areas considered in the exercise. The project had also worked with the telephone company and had intended to test their response time in setting up additional phone lines and later test response time by calling out skilled manpower through the unions. But in view of objectivity, this test had to be postponed because, as already stated, there are very few unions in Wenatchee and three of them were at the exercise and others had already been informed about the time and date of the exercise. This test will be conducted at a later date.

C. Spokane County Tabletop Exercise

Spokane County is a high nuclear risk area because the Fairchild Airforce Base is situated in the county. This is a primary counterforce capability in the state of Washington. Because this is a high risk area, the Nuclear Civil Protection (NCP) Planners from the State Department of Emergency Services and FEMA, Region X, worked with the Spokane County Emergency Services organization and developed an emergency operations plan for Crisis Relocation (CRP) in the event of a nuclear confrontation.

Labor leaders in the area, when approached by the project staff, expressed interest in participating in the planning and response process for all hazards. Because the project's prior exercises were based on natural disaster scenarios and given the fact that there are differences between the response to nuclear emergencies and natural disasters, the project decided to test the Labor Mobilization Plan in a nuclear attack situation.

The project had theoretically identified and outlined, very early on in the research process, definite roles for labor and other private-sector resources in peacetime/normal readiness, increased readiness, crisis, and recovery period of nuclear crisis and attack situations. This exercise was designed to bring together the Spokane County Emergency Services organization, the state and federal Nuclear Civil Protection Planners, and the government agencies with the responsibility to activate and plan under the Manpower Annex of the Emergency Operations Plan and local labor leaders to specifically outline in a discussion process what roles labor could play in assisting with the NCP planning and implementation.

1. Type of Exercise

This was a subsystems tabletop exercise which tested in a tabletop discussion the integration of organized labor resources into the Manpower Annex of the Spokane Emergency Operations Plan and investigated specific roles for labor in the Nuclear Civil Protection Plan for the Spokane risk area. The exercise was fairly unstructured and conducted more as a brainstorming workshop. The Manpower Coordinator Checklist, which is to be worked in conjunction with the Department of Employment Security under the Spokane County NCP Plan, was used as the basis for discussion. Every function outlined under the checklist was discussed with (1) Department of Employment Security representative to determine how they planned for implementing the functions, (2) labor, to determine to what degree and with what type of resources could they assist. The checklist is also divided into the planning and preparedness period, increased readiness period, emergency period, and the recovery period.

2. Type of Scenario

The scenario was based on the buildup of international tension, progressively from normal readiness period, to increased readiness period and emergency period, leading to the President ordering the activation of Crisis Relocation Plan and evacuation of the United States' target areas.

3. Purpose of the Exercise

The purpose of the exercise was again two-fold:

- a. To familiarize local labor leaders with the nuclear Civil Protection planning process and existing plans, and
- b. To identify roles for labor in this planning process by time phase and to determine how these resources could be integrated.

4. Evaluation

The exercise was very productive. The understanding of the process on the part of labor was exceptional and the interest with which they participated in the discussion was excellent. There was also a great enthusiasm on

their part to partake in the planning and education process. The conclusions reached in the exercise were as follows:

- a. Labor can be of very valuable assistance in identifying essential workers in the normal readiness phase. If they are made a part of this process, they would be more willing to cooperate and stay.
- b. They can also provide transportation for movement of people in the increased readiness phase.
- c. They will be needed to beef up local shelters, to move people and supplies to the shelters in the increased readiness phase.
- d. Labor essentially works with or through contractors. So in a situation such as this, they would be dependent on their contractors to make joint decisions on movement.
- e. In order to utilize labor resources, extensive repetitive training should be provided through unions and employers, and publications to make them aware of plans and assistance that will be required from them and how much assistance can be provided.
- f. An important concern is the location of families after the alarm has sounded. In order that the people don't panic, prior information should be provided as to what the movement patterns will be after Crisis Relocation Plans are implemented.
- g. Labor representatives suggested that it is essential for information and materials to be developed on general civil defense and Nuclear Civil Protection with information on movement patterns with the help of labor and industry people. If such information is forwarded to the business agents, they will mail the information to their members and keep them informed.
- h. Materials should also be developed specifically to the industry in order that movement is more organized and skills can be distributed evenly between the host areas.

- i. As membership lists of the unions are classified, the business agents have to be used as the focal points of dissemination. In short, labor said they would assist in every function outlined in the Manpower Coordinator Checklist, but in order to successfully enlist their cooperation, it is essential to incorporate them in:
  - 1) Identifying essential workers.
  - 2) Planning relocation patterns.
  - 3) Developing publications and information materials.
  - 4) Extensive pretraining sessions.
  - 5) Disseminating all this information through key liaisons to the members.

As voluntary cooperation is a very essential element in the successful implementation of a CRP, this type of planning and integration would assure a higher chance of success.

The local emergency services director, the representative of the Employment Security Department, and the labor representatives agreed to follow-up by signing agreements and working with each other in the planning and response process for natural and nuclear disaster.

Appendix B outlines the goal, objectives, and scenario of the exercise and the Manpower Annex of the Spokane Emergency Operations Plan.

- B. Application and Testing of Labor and Local Government Interaction in Actual Disaster Situations and Other Field Demonstrations
  1. Eruption of Mt. St. Helens

The volcanic eruption of Mt. St. Helens is the largest in the recent history of the state of Washington. The largest eruption in intensity and magnitude of damage from ash, mudflows, and pyroclastic material occurred on May 18, 1980 followed by eruptions of more moderate intensity. The severe ones among the latter

eruptions were the ones on May 25 and June 12. The unpredictability of the event and its impact and the quickness of the eruption did not permit taking of any mitigative efforts except evacuation from the area.

The project had an opportunity to test the Labor Mobilization Plan during the emergency response and immediate recovery periods.

- a. The staff was able to assist with acquiring and transporting food required in eastern Washington and locating skilled manpower needed. Appendix C outlines in detail the involvement of the project in locating the food and skilled manpower in eastern Washington.
- b. The project staff were also represented at the state emergency operations center. At peak times, representatives of the Associated General Contractors and the labor liaison were present at the emergency operations center.
- c. The project was also able to assist upon request from the Federal Emergency Management Agency in locating local labor resources to assist in clean up of ash. On July 17, 1980, the project office was called by the FEMA Individual Assistance Coordinator in the disaster assistance center in Vancouver, Washington. The problem involved clearing and hauling out ash from a trailer park occupied by retired people in Battle Ground, Washington.

The labor liaison contacted the executive secretary of the Clark-Skamania-West Klickitat Counties Central Labor Council, AFL-CIO, and the business agent of the Laborers Union in Vancouver, Washington and put them in touch with FEMA office in Vancouver. Follow-up reports indicate that the job was performed by the labor people immediately and at no cost.

At the time of such a request, the project staff had not talked to labor leaders in this county. They had not provided any introductory briefings either. The quick and willing response further proves that labor will respond immediately and surely when called upon by people in their own hierarchy. It would be, therefore, more cost effective for government to set up continuous contacts with key people in labor and channel requests through them for assistance.

C. Field Demonstrations

In the last quarter of the extended phase, the government liaison facilitated and assisted in a demonstration in Pierce County where the idea that a cement mixer can be utilized to fill sandbags in a flood fight faster than by hand was demonstrated and tested. After consulting with several cement companies as to the pros and cons of such a procedure, one company (the George Scoffield Company of Tacoma, Washington), agreed to give the project and the Tacoma and Pierce County Emergency Services Organizations a chance to test this, at no cost.

An initial investigation was made at the company yard and a comparison of using the mixer and the shovel showed that the mixer won with very little exertion. The next step investigated the implementation of such an idea in an actual flood situation. The George Scoffield Company agreed to make available at cost to the Pierce County Emergency Services sand and the mixer in the event of a flood. The drivers, members of the Teamsters Local 313, agreed to volunteer their time in the event of an emergency thus lowering the cost figure. The local Department of Emergency Services would coordinate the effort.

A full-blown exercise to test the system was designed. On March 1, 1981 at the Puyallup Fairgrounds (the sandbag staging area used by Pierce County under their flood response plan), a mock flood fight was staged.

A mixer, driver, and eight yards of sand were donated by the Scoffield Company. The U.S. Army Corps of Engineers came to provide some sandbag training to local volunteers and a groups of about 24 local firefighters and volunteers did the sandbagging. In about 35 minutes this group of volunteers filled over 300 sandbags and built a four bag wide and a four bag high dike. The ability to turn out a high number of sandbags by a few people with a minimum of effort was demonstrated. With the donation of the time by the Teamsters and the at-cost donation by the contractor, this could be a very cost effective option available to a local emergency operations and response program. This exercise demonstrated the need for cooperation between all available resources in the community and exemplified a specific role that labor and contractors can play in augmenting a local emergency services program.



CHAPTER V  
IMPLEMENTATION

This program phase of the project involved the following tasks:

1. Follow-up of labor and local government interaction in King and Snohomish Counties.
2. Developing and negotiating agreements between labor and state and local governments.
3. Presenting a resolution before the Washington State Labor Council.
4. Dissemination of information through labor publications.
5. Other tasks during the extended phase and before completion of the project.

A. Follow-up in King and Snohomish Counties

The project staff followed up the interaction of labor and local government agencies in the pilot test counties of King and Snohomish. King County Department of Emergency Services requested three labor representative names to contact them for being permanent liaisons in their emergency operations center. The labor liaison provided three contact people for this purpose.

These included representatives from Carpenters, Operating Engineers, and Laborers. Joint meetings were conducted between these people and the managers and staff of the emergency services organization. This proved to be a major step in the implementation of the program at the local level.

Follow-up letters were also sent to all the unions and business agents in King and Snohomish Counties to keep them informed of the project's work in the extended phase.

B. Developing and Negotiating Agreements Between State and Local Governments and Local Labor Groups

The project staff assisted Pierce County in negotiating a memorandum of understanding between the contractor,

the Teamsters, and the county. The Pierce County Department of Emergency Services is working on the fine print.

The staff also assisted King County Emergency Services and local labor leaders in negotiating the initial draft of a memorandum of understanding. The same is enclosed as Appendix D and is in the process of being signed.

C. Presenting a Resolution Before the Washington State Labor Council

The project presented a resolution to the Washington State Labor Council Biennial Convention in August 1980. The resolution was passed unanimously and is enclosed as Appendix E of this report.

The National Building and Construction Trades Council passed a similar resolution presented by the Seattle Building and Construction Trades on behalf of the project in 1979. The passing of the resolution by the Washington State Labor Council signifies the total endorsement of the Labor Mobilization Project's recommendations and the concept of involving labor resources in emergency resources by the labor leaders and representatives in Washington State.

The project has set the stage in the other 11 counties in the state by setting up interaction meetings between labor and local governments for further agreements between them for operational involvement. Some examples of how these can be achieved have been given in King and Pierce Counties. It is further left for local governments to implement the same in their own area.

D. Dissemination of Information Through Labor Publications

The "Scanner" is a labor publication of the King County Labor Council, AFL-CIO. It is a monthly publication that has an approximate circulation of 80,000. In the initial phase, the project mailed a copy of the brochure with one mailing of the "Scanner" to introduce the project and explain the purpose of it to the rank and file members of the labor community.

Starting February of 1981, a series of articles have been provided to the "Scanner" for their publications monthly. These include but are not limited to:

1. A general article on civil defense and emergency management.

2. Articles on earthquake safety, hunting, and outdoor safety, electrical storm safety, power outages, water shortages, drought information, floods and flood insurance, winter storms, volcano and ashfall information, nuclear civil protection, fixed nuclear facilities, and hazardous materials.

The first two articles have already been published during the extended phase of the project and the publications are incorporated here as Appendices F and G.

E. Other Tasks

In the extended phase, the project participated on the Puget Sound Committee on Nuclear Civil Protection. Presentations were given by the government liaison and Mr. James K. Bender, executive secretary of the King County Labor Council, AFL-CIO, before the advanced seminar of local directors, FEMA Staff College, at Battle Creek, Michigan in May 1980; before the State and Local Emergency Services Directors Conference in Minneapolis, Minnesota; before the regional conference of the United States Civil Defense Council in Wenatchee, Washington; before the Washington State Association of Local Directors annual conference in Bremerton, Washington; and the regional directors meeting of FEMA in Washington D.C. in August 1980.

These presentations generated requests for information, and other states such as Minnesota and Pennsylvania seemed eager to start similar programs in their areas.

Before the completion of the project, a final mailing was made to all the central labor councils and their executive board members, which gave a recap of the project's work, provided them with the names of their local emergency services representatives, and urged them to keep up the interaction.

## CHAPTER VI

### EVALUATION, CONCLUSIONS AND RECOMMENDATIONS

#### A. Evaluation of the Extended Phase of the Labor Mobilization Project

In the extended phase, the primary purpose of the Labor Mobilization Project was to study the feasibility of interaction between labor and local government in rural counties, counties with low hazard potential or particular types of risk, and counties with small emergency services organizations. The project was able to successfully study this interaction in 11 counties in the state of Washington, including small counties, rural counties, counties with low to moderate hazard potential, counties with predominance of a certain type of work force. The achievements of the project in this phase by time lines is outlined in Chart 2.

#### B. Conclusions of the Labor Mobilization Project in the Extended Phase

The conclusions of the project in the extended phase are:

1. The structure of labor in any county is essentially the same even though the number of unions and their membership may differ.
2. There are not many changes that are necessary in the Labor Mobilization Plan, as developed in the pilot-test counties, comprising the assessment team and the call-out mechanism, in smaller or rural counties. The only changes are in procedures for warning, call-out, and communication during the emergencies.
3. It is more essential to have such interaction on a continuous basis in smaller and low hazard counties because of the limited amount of governmental resources and because any disaster will affect the entire community including the economy and businesses. Therefore, these groups are more interested in working in conjunction with government, in planning for and responding to such disasters.

4. Labor is a very important political force even in smaller counties and can lend a great amount of constituent support for civil defense.
5. It is much more cost and time efficient for government agencies in these counties to spend some time to introduce the program to local labor leaders and members of other private-sector groups, use these people as key contacts and thereby disseminate the information and training to their constituencies through them, and utilize them to access their resources rather than spend a tremendous amount of time making resources' inventories and not having sufficient funds and manpower to update them.
6. In the counties contacted, there is a tremendous willingness on the part of labor to know more about their local emergency services programs and to be involved in them.

C. General Evaluation of the Labor Mobilization Project

1. Achievements of the Labor Mobilization Project

The project has achieved great strides in emergency services research and operations. In brief the project has:

- a. Outlined general and specific roles that labor can play in emergency management.
- b. Developed the Labor Mobilization Plan as an ongoing continuous interaction base between labor and other private-sector groups such as the Associated General Contractors, National Defense Transportation Association, and United Way in the community. This plan has been developed as a better alternative to the present system of response and will fill some gaps that exist in emergency management procedures at federal, state, and local government levels today.
- c. Created an interest in and awareness of emergency management programs among labor and other private-sector groups at local, state, and national levels for the first time.
- d. Created an awareness of the wealth of manpower, expertise, and equipment resources that exist in labor unions and in other private-sector groups that can be utilized by state and local government

to augment their preparedness and response capabilities without in any way hampering their legal authority and responsibility among government agencies at all levels.

- e. Established a dialogue and communication between local government representatives in the involved counties and labor and other private-sector groups.
- f. Proceeded beyond the mandate of the contract just to involve organized labor and researched the feasibility of involving the Associated General Contractors and private non-profit agencies such as the United Way and the National Defense Transportation Association.
- g. Established how simple and easy it is to establish the interaction and keep it updated, and how great the willingness is on the part of leadership and membership of labor to be involved.

## 2. Some Considerations

The Labor Mobilization Project has, until now, been a catalyst and a liaison between labor groups and local governments. The ears of the labor leaders have been attuned to the idea of their involvement with the emergency services management program. Upon the disbandment of the project, it is imperative that government representatives keep up this flow of information and the contacts and take the initiative to design conditions of operational interaction and utilize the resources at appropriate times.

When the financial resources of the federal, state, and local governments are strained, and when there is a greater need for a community involvement in planning for and responding to community emergencies, it is absolutely essential that programs for achievement of a cooperative effort in emergency planning and response by governmental and non governmental groups be instituted without delay. An effort to use every available resource in the community is essential, and government for turf and power reasons cannot afford not to provide for such operational interaction.

Government by law has the right to commandeer the resources in a national emergency, but in small, natural, and technological calamities, this is not feasible. Further, if there is a concentrated effort

in non-emergency times to inform the community about types of emergencies and responses to them and train people, it is easier to utilize their expertise during the times of actual need. If government agencies will not even take the initiative to contact and inform the labor groups, the contractors, and the non-profit agencies of what exists in the program and where they can assist, they cannot expect to be aware of their willingness or non-willingness to cooperate and assist.

All civil defense programs depend largely on volunteer support, not just in assistance, but also in following government orders for evacuation, for sheltering, and various other response activities. An organized effort during peacetime to channel such information to the visible groups in the communities, such as labor, Associated General Contractors, National Defense Transportation Association, Red Cross, Salvation Army, business organizations, etc., through a trained cadre of people belonging to these groups can make it very easy to achieve the cooperation of such groups and their hierarchies during crisis times.

The project has in the following recommendation section taken it upon themselves to outline ways of implementing such a program to FEMA, State Department of Emergency Services, and to local governments. The importance of a timely implementation of the project's recommendations or other ways of involving labor and private-sector groups that possess relevant resources at all government levels as an essential component of instituting a comprehensive emergency management program cannot be overemphasized. The recommendations are based on research and conclusions of the project already outlined in our first final report and the text of this report. The observations are very candid, and it is hoped that they will assist in FEMA's efforts to make emergency management programs more effective and efficient.

D. Recommendations for Implementing the Findings of the Labor Mobilization Project

Specific recommendations of the project based upon its extensive research have been summarized in the first final report. In this section, the project has made some recommendations to FEMA, the Washington State Department of Emergency Services, and local governments for implementing the Labor Mobilization Plan operationally.

The extensive research done by the project has clearly demonstrated that:

1. Emergency management can be made more effective and efficient by a cooperative effort of government and non governmental groups such as labor, Associated General Contractors, United Way, and the National Defense Transportation Association, and other groups with relevant resources.
2. It is economical and feasible to involve these resources.
3. They have specific roles to play before, during, and after any type of emergency and with a minimum of training can be successfully tapped to augment government efforts.
4. If an effort is taken to inform them of what is required of them and how they can assist, they are very willing to cooperate and be involved.
5. As "emergencies," by fact and definition, continue to rise in number and increase in impact, it is imperative that such a partnership be established at all levels of government because it will become increasingly difficult for government to effectively deal with such emergencies.

#### RECOMMENDATIONS TO FEMA

The Labor Mobilization Project was a pilot study. A very simple model has been developed by the project for state and local governments to use as a guide for integrating organized labor and any other private-sector resource into their emergency management program. Presentations of the project around the country have been received very well, and a great amount of interest has been generated in the program. This would be a very appropriate time for FEMA to translate the project's recommendations into policy and to disseminate them around the country for use by state and local governments to implement similar programs. It is recognized that FEMA cannot support establishment of such a program operationally around the country, but can issue policy guidelines and incentives which can at least compel state and local governments to consider labor as an integral resource and take steps to integrate them. The following are some specific recommendations:

1. An ideal way of implementing such a program would be to appoint permanent labor liaisons at regional and state levels who can keep up the contacts and the flow of communication with these groups.



2. As a matching fund source for most state programs in this area, FEMA is in a position to require that such a program be instituted at state and local levels by regulation as a condition to qualify for funding.
3. Guidelines for planning and programs put out by FEMA for use by state and local governments should incorporate labor as an integral resource to be included in such planning.
4. Community information and training packages should be designed for labor defining their role in an emergency management program and disseminated.
5. It is recommended that efforts be made by FEMA to integrate with national labor organizations and translate such training through labor hierarchies to their state and local level.
6. Efforts to standardize local emergency services programs and professionalize them seem to be required immediately before outside resources can be included in such programs. As the holder of the purse strings, the federal government is in a position to require such efforts of local governments.
7. It is also recommended that the legislation and regulations be changed to provide recognition of mitigative efforts of state and local governments which will provide incentives for them to do more to prevent emergencies.

RECOMMENDATIONS TO WASHINGTON STATE DEPARTMENT OF EMERGENCY SERVICES

1. It is recommended that a private-sector liaison position be established for keeping up the contacts with labor and other private-sector groups established by the project to maintain agreements and to serve as a conduit for training and operational involvement of labor and other non governmental resources.
2. It is recommended that an assessment team be pre-assigned with representatives from labor, Associated General Contractors, National Defense Transportation Association, United Way, Red Cross, and state and local governments and pre-trained. A flow of information about emergency management programs to keep them updated is also necessary. This team can be utilized at the onset of a disaster for field situation and needs assessment and to facilitate communications.

3. It is recommended that a line itemed emergency fund be established and among other things be utilized for minimum compensation to such assessment teams and to augment local government capabilities with additional resources from the private sector.
4. In the absence of a permanent liaison, it is recommended that at least one representative from each of these groups be asked to serve as permanent members of the state emergency operations center team and be incorporated in state training programs so that they can be used as a conduit to access resources from their respective groups during an emergency.
5. The project had already started disseminating emergency management program information through the "Scanner," the publication of the King County Labor Council. It is recommended that these be continued and repeated and followed up yearly with updated articles in the "Scanner" and labor publications.

#### RECOMMENDATIONS TO LOCAL GOVERNMENTS

1. As demonstrated by the project, the labor leaders in every community are willing to be involved and assist in operational response during emergencies and in planning for them.
2. It is very simple for the local emergency services organizations to involve these groups. Essentially the following basic steps are involved:
  - a. Identifying the leaders of the nearest local central council of the AFL-CIO, Associated General Contractors Chapter, and United Way.
  - b. Conducting introductory meetings and providing a brief presentation about emergency management.
  - c. Providing them with general published material on emergencies and local programs for managing them.
  - d. Outlining for them how they can assist.
  - e. Obtaining names of key contact people for the organization to channel information to and use as focal contacts to the groups.

- f. Inviting the contact people to participate in local training programs and develop a cadre of reliable and professional people from labor and contractors that can be used in assessment of needs and damage.
- g. Negotiating agreements of interaction which outline compensation, registration of people, insurance, methods of call-out, and other standard operating procedures.
- h. Following up during non-emergency times with brief phone calls or coffee sessions once in three months or in other words, keep the contacts ongoing.

The project has discovered a hesitancy on the part of government agencies to approach non-governmental groups because of turf funding and other ideological reasons. But as pointed out, there are tremendous advantages in integrating these resources in operations and stature of the programs. Most of these hesitancies stem from a fear of the unknown and the reluctance to take on additional responsibilities which cannot be updated for want of time and manpower.

The investment of time, as demonstrated, is very negligible except in the initial effort to bring the groups on board and well worth it in the long run. When approached, they are also in most cases willing to volunteer skills and equipment. Basically, it boils down to government taking the basic step to start the interaction process and keeping up the interest of the groups.

# CHART I

## FUNCTIONAL LINKAGES BETWEEN AGC, NDTA, UNITED WAY AND LABOR RESOURCES and NEEDS OF GOVERNMENT IN EMERGENCY MANAGEMENT

	<u>Nuclear &amp; Manmade Disasters</u>	<u>Natural Disasters</u>
A. Planning & Preparedness Phase	<ol style="list-style-type: none"><li>1. Peacetime information, dissemination through publications.</li><li>2. Training through apprenticeship and vocational programs.</li><li>3. Assisting with skilled unemployed manpower, in shelter construction, stocking.</li><li>4. Assisting in planning for maintenance &amp; distribution of essential resources &amp; industries.</li><li>5. Incorporating training &amp; education on hazardous materials &amp; response to accidents.</li></ol>	<ol style="list-style-type: none"><li>1. Training union members in disaster preparedness programs.</li><li>2. Signing agreements of interaction with government.</li><li>3. Providing contact names for government to use in accessing resources.</li><li>4. Assisting in mitigating efforts towards prevention of disasters.</li><li>5. Providing a constituency for emergency management programs.</li></ol>
B. Crisis-Expectant/Active Mitigation Phase	<ol style="list-style-type: none"><li>1. Warning dissemination in impending crisis situations.</li><li>2. Assisting in hardening equipment, constructing shelters, and hardening them.</li><li>3. Evacuation, transportation assistance.</li><li>4. Assisting in transporting supplies.</li></ol>	<ol style="list-style-type: none"><li>1. Warning &amp; evacuation</li><li>2. Transportation of people and supplies.</li><li>3. Assisting in congregated care, mass feeding, shelter.</li><li>4. Making emergency repairs and performing mitigative work.</li></ol>

CHART I, continued

	<u>Nuclear &amp; Manmade Disasters</u>	<u>Natural Disasters</u>
C. Crisis, Response & Immediate Recovery Phase	<ol style="list-style-type: none"> <li>1. Assistance in restoration of communication &amp; basic necessities.</li> <li>2. Relocating their respective members from crisis areas and assisting in their care in relocated areas.</li> <li>3. Based on the extent of training in the pre-crisis phase, work as shelter managers and radiological monitors.</li> </ol>	<ol style="list-style-type: none"> <li>1. Assist in debris clearance, minimum repairs to restore essential services and structures.</li> <li>2. Assist with retired skilled workers in temporary home repairs and minor repairs for private homes.</li> </ol>
D. Long Term Recovery	<ol style="list-style-type: none"> <li>1. Participating in task forces for reconstruction and rebuilding of the economy.</li> </ol>	<ol style="list-style-type: none"> <li>1. Assisting in reconstruction of the community &amp; economic base.</li> </ol>

CHART 2

LABOR MOBILIZATION PROJECT'S WORK ACCOMPLISHMENTS  
BY TIME PERIOD (UNDER EMM-C-0386)

1980

1981

Apr May June July Aug Sept Oct Nov Dec Jan Feb Mar Apr

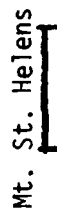
1. Initial contacts with labor & local government in 11 counties in the state.



2. Presentations & briefings in these counties.



3. Development of tabletop exercises in Chelan & Spokane Counties, actual applications.



Field Test Pierce County



4. Conducting tabletop exercises in Chelan & Spokane Counties.



5. Follow-up in King and Snohomish Counties.



6. Resolutions for endorsement & agreements.



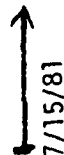
7. Evaluation.



8. First draft of Final Report.



9. Review & Publication.



Appendix A

LABOR MOBILIZATION PROJECT

Tabletop Exercise

CHELAN COUNTY

December 4, 1980

AGENDA:

- 0900 - Introduction
- 0930 - Purpose of exercise, scenario
- 0945 - Problems, discussion
- 1100 - Break
- 1115 - Critique
- 1200 - Adjournment

LABOR MOBILIZATION PROJECT

Tabletop Exercise

CHELAN COUNTY

December 4, 1980

Introduction

This is an informal tabletop exercise to test the coordination of labor resources with local government operations in an emergency and to test the applicability of the Labor Mobilization Plan as developed in the pilot-test counties of King and Snohomish in smaller and rural counties such as Chelan.

It is envisioned that the exercise will familiarize labor with the operations of government during an emergency, get a dialogue going between labor and local government, and bring out some of the problems in the interaction between labor and local government.

The purpose of an exercise is to test a county's plan which is put together in advance to make decision making easier during an emergency situation. The purpose of this exercise is to point out to local government and labor what decisions need to be made by them in advance to facilitate easier integration of labor resources in an emergency operations center.

This exercise is based on a flash flood scenario as a result of thunderstorms in Canyons 1 and 2, which is a potential hazard in Chelan County and the city of Wenatchee.



LABOR MOBILIZATION PROJECT

Chelan County Exercise

I. Overall Goal/Purpose

To test the interaction of local government and labor in a rural county.

II. Objectives

- A. To test the integration of labor resources with local government operations in an emergency.
  - . To demonstrate the extent and nature of labor's role in the emergency operations center.
- B. To investigate local government's capability for registration and accountability.
- C. To investigate the preparedness measures which are to be taken by labor and local government for this integration to be successful.
- D. To test the applicability of the Labor Mobilization Project in rural counties.

## THE WENATCHEE FLASH FLOOD HAZARD

### A Summary of Some Available Data

#### Introduction

The potential of flash floods has always be a threat for the city of Wenatchee, Washington. When a severe thunderstorm in 1957 caused subsequent flooding from Canyon #2, people became very interested in doing something about it. A study by the U.S. Army Corps of Engineers proposed a project which would provide protection from a 200 year flood. (This is a flood that has a probability of occurrence every 200 years.) This project never became a reality for a variety of reasons, including a lack of local participation in funding. Each year, as inflation has caused the projects costs to rise, this and other factors have delayed beginning on any flood control project for Dry Gulch, Canyon #1, and Canyon #2, in spite of the fact that the National Weather Service considers these canyons the number one threat to life and property due to flash flooding in the Columbia Basin.

#### The 1957 Event

On May 5, 1957, a severe thunderstorm centered over Canyon #2. The following are excerpts from the Wenatchee Daily World, May 6, 1957.

- . "Drenching rains hit the city, driving out of an ominous gray green sky around 6:00 PM. About one half hour later, the flood came churning down the canyon."
- . "Near the mouth of Canyon #2, the water was 3 feet deep in the home".
- . "Many streets throughout the city are covered with mud, rocks, and debris".
- . "Workers, meanwhile, were sandbagging the Cascadian Hotel, as water two to three feet deep poured across the avenue".
- . "10% of the phones were out".
- . "The downtown area was without power for an hour".
- . "The Number #2 Canyon flash flood poured into the canal, sending it over its bank for several miles before water could be shut off".
- . "Many houses had mud in the basements".

And from the Seattle Post Intelligencer, May 6, 1957:

- . "200 homes had mud and debris surrounding them...."

In studying the event, the Corps of Engineers estimated the peak flow at about 1470 cubic feet per second. The local weather bureau recorded .63 inch of rainfall in one hour and a total of 1.25 inch of rain for a four hour period on May 5, 1957. The event which caused this flood was a thunderstorm. A thunderstorm is a very violent event in nature and occurs frequently in Eastern Washington during the summer. Although rarely exceeding four square miles in area, local heavy rains can last up to four hours through many severe thunderstorms developing in one area. In other words, very intense thunderstorms may support multiple rainshowers at different stages of development and therefore persist for several hours. A thunderstorm intensity may exceed all probable maximum precipitation and flood potential of an area where it occurs.

The Wenatchee Flash Flood Hazard  
Page 2

The Canyons

The geologic makeup of the area is basically sandstone and shales forming the bed of the canyons. The climate is semi-arid and vegetation is sparse. The topsoil has been stripped due to erosion. The erosion in Canyons #1 and #2 is a result of overgrazing by livestock. The reduction of vegetation and urbanization has tended to increase the amount of surface runoff and decrease the runoff travel time. The volume and rate of flood waters flowing from the canyons are unpredictable and subject to change due to sediment loads and deposition patterns. The historical drainage pattern has completely lost its identity in the developed area of Wenatchee.

The normal channel in each canyon could handle about 50 cubic feet per second of water flow. However, these channels are now clogged with growth and debris in the form of wood and garbage that could contribute to the problem by debris damming and sudden releases of flow upon failure of these debris dams.

This information was presented by the U.S. Army Corps of Engineers in their environmental impact statement for a 200 year flood protection flood control project that was proposed after studies initiated by the flood in May of 1957.

The Chelan County Commissioners, in 1979, contracted with Peter H. Vogel, P.E., for an analysis of the Wenatchee Special Flood Hazard Area. The basic conclusion of this study was that the Corps of Engineers data and recommendations "cannot be reconciled with the experience of local residents."

Utilizing the formula presented by the U.S. Geological Survey in its 1979 report, "Estimation of Floods of Various Frequencies for the Small Ephemeral Streams in Eastern Washington" and applying this formula to Canyons #1 and #2, peak flow probabilities are attained which are less than those calculated by the Corps of Engineers. Acceptance of this data, without consideration of other available data, can lead to a false sense of security on the part of local residents and officials.

Let us look at some stream flow data from around the state of Washington that recorded some severe thunderstorm activity. From "Water Supply Bulletin #23-- Miscellaneous Stream Flow Measurements in the State of Washington 1890- January 1961", published by the then State Department of Conservation, if we extract those measurements where a high runoff occurred from a small drainage area, we can be fairly certain we are looking at a thunderstorm. The attached chart documents some selected runoff measurements.

If we consider that a thunderstorm is rarely larger than 4 square miles, and if we multiply the cubic feet per second/square mile by 4, we can get an estimation of the potential discharge from the canyons above the city, if a thunderstorm similar to those listed from Water Supply Bulletin #23 should occur there. To ignore this fact is to bet it will not happen.

## SUMMARY OF VARIOUS DISCHARGE RATES--FROM WATER SUPPLY BULLETIN #23

<u>Stream</u>	<u>Location</u>	<u>Drainage Area</u>	<u>Date</u>	<u>Discharge cfs</u>	<u>CFS/sq. mi.</u>
Snook Canyon	near Davenport	.45	8-19-54	519	1153
Hawk Creek	near Davenport	.30	8-19-54	467	1557
Havillah Creek	1.5 mi. above Havillah	1.33	7-18-59	1,080	812
Rainy Creek	8 mi. W. of Methow	7.87	5-29-48	20,000	2541
Prince Creek	6 mi. SE of Lucerne	35.9	5-29-48	24,700	680
Mad River	W of Ardenvoir	-	5-6-48	1,550	-
S. Fork Pine Canyon	4 mi. SW of Waterville	5.95	6-10-48	25,000	4200
Wenatchee River Tributary	.7 mi. SE of Monitor	.15	8-25-56	903	6000
Wenatchee River Tributary #2	2 mi. NW of Wenatchee	1.32	8-25-56	1,950	1477
Canyon #2	Wenatchee	8.68	5-5-57	1,470	169
Canniwai Creek	near Govan	.25	8-25-58	165	660
Roza Creek	2.5 mi. NW of Roza	6.89	8-10-52	23,600	3425
	.5 mi. W of Roza	13.6	8-10-52	25,200	1853
Cottonwood Creek	6 mi. N of Selah	11.1	8-10-52	12,800	1153
Providence Coulee Tributary	6 mi. SW of Lind	3.24	5-8-56	4,860	1500
Providence Coulee	7.2 mi. SW of Lind	6.91	2-21-56	2,800	405
Providence Coulee Tributary #8	2.5 mi. E of Connel	2.93	5-8-56	3,720	1270
Linville Creek	5 mi. SW of Pomeroy	5.71	6-17-50	9,750	1708
Skyhawk Gulch	5 mi. S of Pomeroy	7.15	6-17-50	5,200	727
Hardman Draw Tributary	at Plaza	1.64	5-14-57	1,780	1085
Squaw Creek	3 mi. SW of Plaza	3.81	5-14-57	5,310	1394
Rose Creek	5 mi. NE of Pullman	1.91	5-8-57	1,130	592

Labor Mobilization Project  
Chelan-Douglas County Exercise

Scenario

It is June of any year. Late in the afternoon on the 10th of the month after a cloudless morning, a few large cumulus clouds develop near Wenatchee. The atmospheric conditions are right for these clouds to develop into large anvil topped thunderstorm clouds that are common in Eastern Washington during the summer. The clouds grow and look more and more awesome. From a distance, the bright white anvil shaped cloud seems almost beautiful as it grows. From beneath it however, the cloud appears darker and more threatening. As the cloud moves to the west over Wenatchee and centers in the canyons west of the city, the warm air, rising from the sun baked canyons increases the growth of the thunderstorm cloud. At approximately 5:00 PM, drenching rains hit the city and the canyons. Out of the grey ominous sky, torrential rains pour. The local weather bureau measures .89 inches of rainfall in the first hour of the storm, and a total of 1.47 inches will be measured in a three hour period. The storm has centered over Canyon #2. One half hour after the rains began, at approximately 5:30 PM, a wall of water came pouring out of the canyon.

Water from the rain quickly overflowed the canyon's drainage channel and picking up wood and other debris, several small ponds were formed. The uppermost debris dam pond is quickly overtopped and gives way. As this water hits other ponds, other debris damming gives way. At the intersection of Canyon #2 Road and Grandview, the wall of water, mud, and debris is 5 feet high. Later estimates from flow rate and depth put the flow at 2050 cubic feet per second (C.F.S.). Because of urbanization and development,

the floodway has totally lost its identity. The flash floodwaters spread out. The drainage channel which normally could handle only 50 cubic feet per second (C.F.S.) is clogged with mud and debris. The flow goes down Western Avenue to the north and down Castlerock to the south. It hits the Wenatchee Reclamation District Canal and the debris flow fills the canal and breaks it at several locations.

At 4:18 PM on this day, the National Weather Service issued a severe storm warning for the Wenatchee area. At 4:38 PM, they informed the Chelan Douglas County Department of Emergency Services of the threat of imminent flash floods. The Emergency Operating Center (EOC) was activated, additional telephone hook ups were requested from the local phone company as per local emergency procedure, and emergency personnel were put on standby. As the local Emergency Services office was completing the call out, the flash flood hit.

#### Extent of Flooding, Debris, and Damage

To the north the water came out of the canyon and flowed down Western Avenue until the rise at 5th street. Taking the path of least resistance, the water flowed toward the river down 5th, across Chelan Avenue, Wenatchee Avenue, and to the river. On the south side the water flowed down Cherry into Triangle Park and down Orondo. It flooded the area around the high school, Chase Park, and near Deaconess Hospital, crossing Wenatchee Avenue near City Hall. The water, mud, and debris flow roared out of the valley at a depth of 5 feet. As it spread out, most of the mud and debris was deposited before it reached the Wenatchee Reclamation District Canal. At the locations where the canal burst, fans of mud and debris remained. Most of the damage to the area below the canal was due to moving water.

Scenario

Page 3

The flood occurred at 5:30 PM. By 10:00 PM that night, most of the water and mud had stopped flowing, leaving many streets clogged. Drains and sewers were backed up. Homes and structures around the mouth of Canyon #2 were either destroyed, severely damaged, or full of mud and surrounded by debris. Many homes suffered minor water damage if they were not in the main flow of the flood. Many basements are full of water, and the backed up sewers and septic tanks created what the Health Department felt was a health hazard. Approximately 540 people had to be evacuated. 19 people are missing. Of the 540 evacuees, 300 can move back into their homes after cleanup and minor repairs. The remainder will need temporary housing of some sort. Most all the arterials and streets west of Elliot and Orchard are buried in 2 feet of mud and debris. As you go away from the major flood damage area, the debris and mud deposits thin out.

## PROBLEM I - ASSESSMENT

### Definition:

"Assessment" for the purpose of this exercise means assessment of situation by local government immediately following a disaster and activation of an emergency operations center. This includes:

1. Assessment of damage
2. Assessment of needs
3. Problems to be resolved
4. Decisions to be made

### Questions for Consideration:

#### To Local Government:

1. What system does the county have under its present plan to get this information from the field?
2. Can manpower resources from labor assist in such an assessment?

#### To Labor:

1. Would labor be able to assist in assessing the situation?  
Does labor have sufficient people to provide this assistance?
2. Would labor be willing to participate in preassigned (pre-trained) teams established by local emergency services?



## PROBLEM II - CALL-OUT

### Definition:

The Labor Mobilization Project has developed a call-out list of key contact persons in labor, their names, addresses, home and business telephone numbers. This list will be at the disposal of the local emergency services organization for use by them during emergencies.

### Questions for Consideration:

1. How can this call-out mechanism be best integrated in the emergency operations center system? The following are some options:
  - a. Have a labor representative in the emergency operations center to call out resources from labor and the private sector.
  - b. Being a rural area where communications might be a problem, a backup system through the emergency broadcast systems for initial contact may be necessary.

### PROBLEM III - REGISTRATION

Definition:

By law, workers during an emergency have to be registered as emergency services workers so that they can be covered for compensation in case of injury or death, liability indemnification, and damage to personal property.

Questions for Consideration:

1. Does the present plan in Chelan County have a provision for such registration at the time of an emergency.
2. Does the county or city have sufficient personnel for on-the-spot field registration for volunteers?
3. In our research, we have come across the following ways of registering volunteers.
  - a. Through team captains at the site.
  - b. Mass registration at the time of the emergency.
  - c. One-time registration at the time of the emergency.
  - d. Pre-registration.

How do you think this problem could be resolved in Chelan County?

#### PROBLEM IV

#### FINANCIAL RESPONSIBILITY, DIRECTION, AND CONTROL

##### Definition:

Financial responsibility for the purpose of this exercise means:

1. Responsibility for payment for labor or private-sector resources if they are called out to assist local government.
2. Responsibility for record keeping for time and costs for the purpose of federal reimbursement, insurance coverage, etc.

Direction and control for the purpose of this exercise means responsibility for coordinating and directing manpower resources in the field.

##### Questions for Consideration:

To Local Government:

1. In the absence of a presidential or a gubernatorial declaration, does the county have an emergency fund to hire people to perform emergency work?
2. Has the policy of the county been to contract out emergency work or perform the same by force account?
3. Given the present funding position of the county, to what extent can the county pay for additional manpower resources if they are called out during an emergency?
4. If manpower resources are called out, how does the county propose to keep records of work and time for reimbursement purposes?
5. Who is responsible under the county plan to coordinate field activity?
6. When manpower resources are called out, how does the local emergency services organization propose to coordinate their functions and pass information to the groups?

Problem IV  
Page 2

Questions for Consideration:

To Labor:

1. To what extent would labor be willing to volunteer their services and resources during an emergency?
2. Would labor be willing to sign agreements initiated by local governments to volunteer for a certain period of time after an emergency?

#### PROBLEM V - SPECIFIC PROBLEMS

During a disaster, some of the specific functions that are required are as follows:

1. Restoration of essential services, such as electricity, water, etc.
2. Damage to highways and streets.
3. Sanitation, septic tanks, sewers.
4. General welfare and mass care.
5. Minimum repairs to homes, restoration, and clean-up.

#### Questions for Consideration:

1. Who, under the County's Emergency Operations Plan, has the responsibility for the performance of the above specific problems?
2. Is there a role for labor in responding to the above problems?

LABOR MOBILIZATION PROJECT

SPOKANE RISK AREA EXERCISE

December 9, 1980

AGENDA:

- 9:00 am     Introduction  
             The Labor Mobilization Project  
             Federal Overview  
             Washington State Overview  
             Spokane City/County Overview - Review of Annex I  
             The Exercise: Goals and Objectives
- 9:40 am     Normal Readiness Period
- 10:00 am    Increased Readiness Period
- 10:30 am    Emergency Period Relocation Order
- 10:45 am    Break
- 11:00 am    Critique
- 11:30 am    Adjournment

LABOR MOBILIZATION PROJECT

SPOKANE RISK AREA EXERCISE

December 9, 1980

GOALS AND OBJECTIVES

I. Overall Goal

To investigate organized labor's interaction with local government in Nuclear Civil Protection Planning, specifically the Spokane Risk Area.

II. Objectives

- A. To familiarize local leaders of organized labor in the Nuclear Civil Protection Planning process and existing plans.
- B. To investigate possible roles where labor could assist in this effort by time phase.
  - 1. Normal Readiness
  - 2. Increased Readiness
  - 3. Emergency (Crisis Relocation)
- C. To investigate what measures will be necessary to integrate the resources of organized labor into the local emergency services program.

## INTRODUCTION

This is an informal tabletop exercise relating to the Manpower Annex of the Spokane County/City Emergency Services Operations Plan. You will notice the objectives of the exercise are listed on the sheet provided. In essence, our purpose this morning is to examine organized labor's possible roles in assisting local government carrying out this plan. Exercises such as this are part of the ongoing planning process.

Why do we need a plan and the operating procedures which go along with it? It is all related to the business of making decisions. During a disaster, the need for decision making increases dramatically, but you have very little time in which to make decisions. This is why you need to make decisions in advance. A plan provides you with a basis for making decisions in advance; an exercise gives you the opportunity to see what decisions need to be planned for; and to see whether or not these decisions are correct. The Emergency Operating Center provides a place for coordinating operations--to assist in implementing the decision making process.

Our job today is to examine possible roles for organized labor in the nuclear crisis scenario we have described. We would like to explore what areas they could help in the decision making process as well as actually doing specific tasks. From this, we hope to lay a framework for the local government to start with developing whatever is necessary to include organized labor, if applicable, in the local plan and program.

What we will be doing is having a brainstorming session based on the situations and assumptions we have provided in the scenario. We hope you can project yourself into the situation to come up with ideas that are as realistic as possible. Do not be concerned with the realism of the situation, although we think most of it is credible. The point is that these problems we present are supposed to trigger sufficient open discussion in that area, with the purpose to fully explore the objectives of the exercise.



Introduction Page 2

We have no desire to embarrass anyone. We hope everyone will join in since this is basically a research project. We are dealing in a world of how things could be, not how things are. We hope this can lead to some positive operational realities to help our civil defense and emergency services program.

In the interest of time, we would like to limit the discussion to 10 minutes per topic. We certainly do not expect to come up with all of the answers today, but we do hope to answer some questions as well as raise new ones.

AD-A103 583

WASHINGTON STATE DEPT OF EMERGENCY SERVICES OLYMPIA  
LABOR MOBILIZATION PROJECT (1981). EXTENDED PERIOD. ADDENDUM.(U)  
JUN 81 W M LOKEY, R S BENDER, U JAYARAMAN

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Normal Readiness Period

PART I

EUROPE -- Russian officials in the Kremlin repeated their demands that the NATO military forces vacate their bases in West Berlin. American and British military spokesmen report that the Russian and East German armies are on maneuvers outside the former capital city now isolated in East Germany. President Carter, the Prime Minister of England, and the President of France have steadfastly refused to remove military personnel to allied bases in West Germany.

AFRICA -- Kinshasa, Zaire -- Fragmentary reports reaching the capital of the former Belgian Congo colony indicate that an invasion by military forces from Angola has penetrated deep into the heart of Shaba Province. The invading army, made up of Angolan and Cuban soldiers, accompanied by Russian military advisors, has reportedly reached Kolwezi and Brokama in the center of the Province's copper and uranium producing region.

The President of Zambia, in a radio message monitored in Cape Town, claims this morning that a large army is invading his country from Angola along lines leading to the rich mining districts in central Zambia.

MIDDLE EAST -- SAUDI ARABIA -- Representatives of the OPEC nations, meeting on April 3rd, say that members of the oil producing countries will shut off shipments of oil to the United States, Australia, Western Europe, Canada, and Japan unless the demand for a 50% increase in price per barrel of crude oil is agreed to. The oil consuming nations were given 72 hours to respond to the threat. The Iran Iraq war continues and there seems to be an increase in military activity on both sides. The buildup in Syria and Jordan continues with both sides demanding concessions on the part of the other.

WASHINGTON D.C. -- The President's Press Secretary denied rumors that the President is considering the call up of military reserve forces and the National Guard. "We believe that the U.S.S.R. and East Germany are only bluffing," he said. "This mini-crisis will blow over soon, although we are watching developments closely." He repeated the President's statement of last Sunday evening saying, "The United States and its allies will not remove their troops from West Berlin as long as the city is divided."

PART II

EUROPE -- Russia has continued to pressure NATO nations into leaving West Berlin. Several serious incidents costing the lives of several NATO servicemen were reported in an effort to cause morale problems among NATO personnel.

Normal Readiness Period, continued  
Page 2

AFRICA -- Both Zaire and Zambia have been taken over by Angolan forces aided by Cuban troops. Export of all metals and minerals has been stopped. U.S.S.R. advisors with Angolan Military Government in the occupied countries are rearranging export of vital products to communist countries.

MIDDLE EAST -- Oil prices were raised by 25% by the OPEC nations. All oil consuming nations, including the U.S., have developed fuel conservation programs. While other countries have initiated gas rationing, the U.S. has not yet done so, but may have to if voluntary conservation methods fail. Unconfirmed reports indicate the government of Iran has lost control. Mass desertions are reported in Iranian ranks as Iraqi forces advance. There are reports of attacks on the Jordan Syrian front.

WASHINGTON D.C. -- Unconfirmed reports also indicate that selected Army, Air Force, and Navy Reserve Units were ordered to attain operational readiness.

PART III

EUROPE -- Reports from reliable sources state that Warsaw Pact nations are stepping up mobilization efforts and their armed forces are engaged in large scale joint maneuvers involving land, air, and sea. A few border incidents have occurred, possibly to test NATO defenses and reaction.

AFRICA -- Angolan and Cuban armed forces are reportedly undergoing re-organization, equipment repair and/or replacement, and apparently preparing for further combat missions. Neighboring countries are getting concerned and have requested assistance and support from Western noncommunist nations, including the U.S.

WASHINGTON D.C. -- Disappointed in the voluntary fuel conservation efforts of U.S. citizens, the President has called upon Congress to support and pass his fuel rationing bill.

The Pentagon confirmed that some Reserve Units have been alerted to attain operational readiness status.

General Situation

WASHINGTON D.C. -- A joint session of the Security Council and Joint Chiefs of Staff disclosed that Warsaw Pact nations were seriously preparing for an invasion of Western Europe. The Director of the newly organized National Intelligence Coordination Agency informed the session attendees that troop movements, including much armor, were widespread in East European countries bordering on Free Europe. Warsaw Pact troop strength, including Soviet troops, far outweighs the military capabilities of NATO forces in Western Europe.

NEW YORK, N.Y. -- The President, upon arrival at Kennedy International Airport, told reporters today that he was, "confident in the ability of NATO forces to repel any Warsaw Pact invasion of Western Europe." The President is in New York to address the United Nations and express his concern over the growing European crisis.

THAILAND -- After months of guerilla warfare in various border areas, guerilla forces attacked all along the North and East borders. Early reports indicate that these forces have been supplied with arms from communist countries, principally the U.S.S.R. and East Germany. Invading forces were supported by planes, artillery, and some armored vehicles. Many small villages were captured and casualties are reported high. Thailand is requested U.S. military support.

HELSINKI, FINLAND -- Despite the sudden news blackout in Moscow, Leningrad and other major Russian cities, reports reaching Helsinki indicate that the civilian populations of all large Russian cities and industrial areas are being drilled in mobilization and evacuation. Although highways are jammed with slowly moving vehicles, the evacuation drills seem to be well organized and directed. Although Russia has not made an official announcement regarding the evacuation drills, it appears to be a move to protect the civilian population in the event the crisis in Eastern Europe deteriorates further.

WASHINGTON D.C. -- The President, upon his return from New York, met with the Chairman of the Joint Chiefs of Staff, and was briefed on the Thailand situation. All leaves for military personnel were temporarily canceled. Some predetermined reserve units were alerted for possible activation and all National Guard units were ordered to prepare operational readiness reports within 48 hours. The director of FEMA ordered Increased Readiness for all of FEMA. FEMA Regional Directors recommended that all states take Increased Readiness measures.

MIDDLE EAST -- Claiming it is in response to a request from the Tehran Government, Soviet troops have invaded Iran and have stopped Iraqi advances. Soon they have pushed Iraqi forces back across the border and have set up a puppet government in Tehran.

SPOKANE COUNTY, WASHINGTON  
EMERGENCY SERVICES OPERATIONS PLAN

MANPOWER

ANNEX I

I. MISSION AND SITUATION

A. MISSION

To provide for the recruitment, allocation, utilization and general management of civilian labor forces required for emergency activities essential to survival and recovery operations.

B. SITUATION

1. Capabilities

- a. In event of nuclear attack, the populace will be expected to voluntarily contribute their efforts to national survival. Each individual and employer, private or governmental, will be expected to serve in the capacity in which he can most effectively contribute to the total mobilization effort. Until federal direction is established, the chief executive of local government will conduct manpower mobilization activities. All activities will be in consonance with national manpower policies and programs administered through state employment services offices.
- b. Following the completion of crisis relocation movement, risk area manpower requirements will be significantly reduced. If voluntary cooperation with the manpower mobilization effort is obtained, manpower needs should be met within the resources available.
- c. State law (Revised Code of Washington 38.52.110) permits the commandeering of services and equipment of any person for emergency services purposes in a declared emergency.

2. Limitations

A nuclear emergency will directly affect manpower needs, requiring an immediate mobilization of all available manpower resources. The relocation of people out of the Spokane risk area requires the reallocation of manpower.

## II. ORGANIZATION AND RESPONSIBILITIES

### A. STATE

The State Department of Employment Security will function as the State Manpower Organization, subject to the direction of the Governor. Operating under the policy guidance of the Office of Mobilization Planning and Coordination, U.S. Department of Labor, the State Department of Employment Security is responsible for the statewide administration and implementation of programs and policies. Local offices of the State Department of Employment Security are responsible for:

1. Administering the coordinated federal-state program for emergency management of civilian manpower resources within assigned areas.
2. Assuring that Manpower Coordinators are appointed through coordination with the emergency services directors.
3. Assuming the same functional areas of responsibility as the State Manpower Organization when applicable.

### B. LOCAL

The manager of the Spokane office of the State Department of Employment Security and a designee will serve as the Manpower Coordinator and Alternate Manpower Coordinator respectively, and will be responsible for:

1. Coordinating and implementing federal and state programs for the emergency management of civilian manpower resources.
2. Providing for the recruitment and priority referral of available manpower resources to essential emergency services.
3. Providing guidance in the pre-emergency identification, assignment and effective utilization of community manpower resources, when requested by organized emergency services.
4. Coordinating and cooperating with the Manpower Consortium to support emergency manpower needs.

## III. EXECUTION

### CONCEPT OF OPERATIONS

- A. Manpower resources, under declared emergency conditions, would be mobilized by the President through existing federal manpower agencies operating in conjunction with the nationwide network of federally coordinated state employment services offices.

- B. Voluntary cooperation is essential in the execution of emergency plans for the mobilization of civilian manpower resources.
- C. Local manpower officials will make full use of the voluntary cooperation generated by a national emergency, and of the capabilities of management, labor and other appropriate groups in executing manpower mobilization programs.
- D. Standard operating procedures for implementing emergency manpower programs will be issued to all local offices and key administrative personnel by the State Department of Employment Security.
- E. Emergency action and reference documents, including organizational and functional charts, are contained in the Washington State Emergency Resource Management Plan, Section VIII.

#### IV. APPENDIX

Appendix 1 - Emergency Organization Chart  
Appendix 2 - Work Registration Form

#### V. REFERENCE

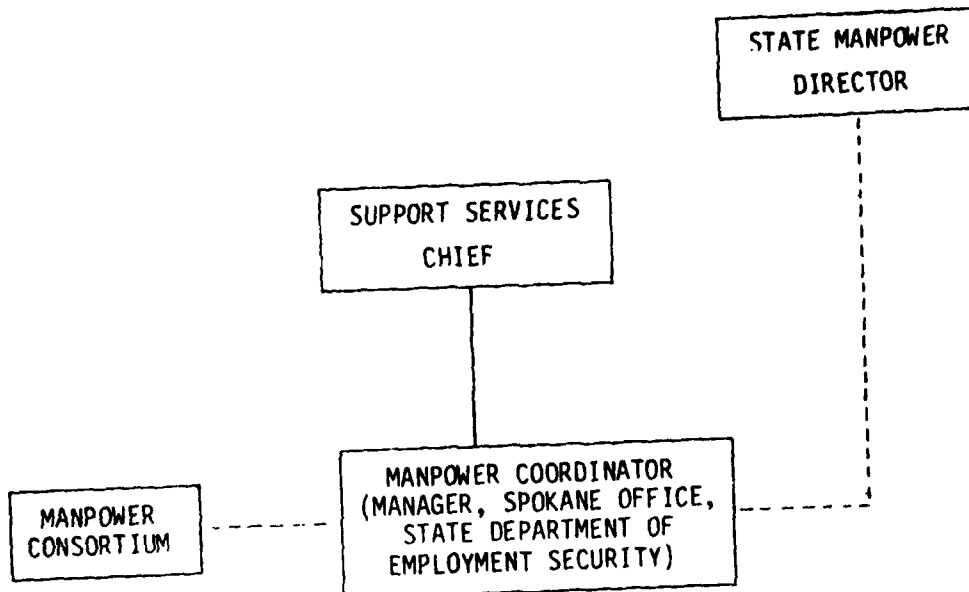
Defense Readiness Manpower Handbook Employment Security Department  
(State of Washington, 1966)



SPOKANE COUNTY, WASHINGTON

MANPOWER

EMERGENCY ORGANIZATION CHART



———— Direction  
----- Coordination

1. FILL OUT THE UNSHADED AREAS ONLY.
2. UNDER "WORK HISTORY" LIST UP TO THREE OCCUPATIONS IN WHICH YOU FEEL MOST SKILLED. EXPLAIN THE DUTIES YOU PERFORMED, THE TOOLS AND EQUIPMENT YOU USED.
3. LIST AREAS IN WHICH YOU HAVE RECEIVED SPECIAL SCHOOLING OR TRAINING. (FIRST AID, HEAVY EQUIPMENT OPERATIONS, DISASTER RELATED TRAINING, ETC.)
4. LIST SPECIAL MEDICAL PROBLEMS IF APPLICABLE. (SPECIAL DIETS, HEART PROBLEMS, ETC.)

[illegible]

SPOKANE COUNTY, WASHINGTON

MANPOWER

MANPOWER COORDINATOR CHECKLIST

I. PLANNING AND PREPAREDNESS PERIOD

- \_\_\_ Develop local manpower resources program in conjunction with State Department of Employment Security.
- \_\_\_ Conduct an inventory of manpower resources within county and maintain updated listing, noting location and classification.
- \_\_\_ Establish liaison with any other government agencies having primary or supporting manpower mobilization roles.

II. INCREASED READINESS PERIOD

- \_\_\_ Report to and operate from the Emergency Operations Center (EOC) as directed.
- \_\_\_ Review and recommend changes to this annex.
- \_\_\_ Assign staff and brief them of emergency responsibilities.
- \_\_\_ Assess manpower resources and develop prioritized listing of manpower resource requirements to meet emergency needs.
- \_\_\_ Coordinate release of information to the public requesting their cooperation in the mobilization effort, in conjunction with the Public Information Officer.
- \_\_\_ Maintain liaison with EOC and major businesses, industries, labor unions and volunteer organizations.

III. EMERGENCY PERIOD

A. Crisis Relocation

- \_\_\_ Order all staff to report for duty.
- \_\_\_ Administer programs for recruitment, registration and utilization of civilian manpower resources.

— Allocate and distribute manpower resources in accordance with established priorities.

— Monitor use of manpower resources and advise EOC of capabilities and limitations for emergency operations.

B. Shelter In-Place

— Provide assistance for movement to shelter.

— Establish procedures to assess remaining labor force.

— Prepare to reorganize available manpower to conduct early recovery operations.

— Develop priorities regarding utilization of manpower following shelter emergence.

IV. RECOVERY PERIOD

A. Early

— Determine post-attack environment and reassess manpower allocation priorities.

— Implement the recruitment, allocation and use of available labor force.

— Monitor involvement of manpower resources in emergency operations and forward details to State EOC.

B. Long Term

APPENDIX C

INCIDENT REPORT ON LABOR MOBILIZATION PROJECT  
PARTICIPATION ON MT. ST. HELENS DISASTER

Incident 1

5/18/80 - Major volcanic eruption on Mt. St. Helens

5/19/80 - Minor eruptions

5/19/80 - 1. The State Department of Emergency Services requested for assistance from the private sector through the Labor Mobilization Project. An assessment team from the private sector was set up and alerted.

Late PM 2. The State Department of Emergency Services notified the project that there was a problem with transporting food to stores in Eastern Washington. They requested that the project locate food as there might be a shortfall and also for transportation of the food. Because of the ash fallout, special filters needed to be installed in trucks required to take food to the area.

3. The Labor Liaison contacted Mr. Red Victor of United Way Agency, King County Labor Council, and he referred us to Don Hall, Executive Director of United Way. Mr. Hall outlined several food programs of the United Way and promised to locate the availability of food and respond back.

5/20/80 - 1. Mr. Don Hall located food through the Food Oversight Program  
AM and reported to the project.

2. Call from State Department of Emergency Services requesting assistance at the Emergency Operations Center with two people from the private sector for 8-4 PM shifts and 4-12 AM shifts. The Labor Liaison worked out of the State E.O.C. on 5/20/80. The Principal Investigator assisted in midnight shifts for locating manpower and equipment and recording requests.

PM 3. Second call from Mr. Don Hall stating that 15-20 tons of 50 lb. boxes of potatoes were available through the Food Oversight Program, immediately to be transferred through the Red Cross to Eastern Washington with the name and number of the contact person in the Food Oversight Program to be contacted by the project.

Incident Report on Labor Mobilization Project  
Page 2

4. Call by the project staff to State Department of Emergency Services requesting drop-off points for the potatoes. D.E.S. reported that the potatoes were not needed immediately but to be on alert since two more counties had reported shortage of food but not asked for assistance.
5. Call back by project staff to Ms. Anderson of the Food Oversight Program conveying the above.

5/21/80 -  
AM

1. Call from State Department of Emergency Services that the potatoes are needed and if the project arranged for getting them, the state office will provide transportation through the National Guard to transport them to a warehouse.
- 2:30 PM 2. Labor Liaison called Safeway and the Food Oversight Program and arranged for the food delivery to the trucks sent out by D.E.S.
- 3:35 PM 3. Call from D.E.S. stating that transportation fell through with the National Guard. Request for transportation.
- 3:40 PM 4. Labor Liaison called James K. Bender, King County Labor Council, to call the Teamsters requesting transportation. Another call was made to Mr. Naehr of National Defense Transportation Association with a similar request.
- 3:50 PM 5. Call back from Mr. Naehr requesting more information on drop-off points. He was referred to Mr. Jim Hall of State Department of Emergency Services.
- 4 PM 6. Call back from James K. Bender. Drivers from Teamsters are available and on standby.
- 4:05 PM 7. Call back from Jim Hall that Mr. Naehr can take care of transportation as the transportation is needed between two county points.

5/22/80  
9 AM

1. Call to the project for assistance of manpower for unloading potatoes from Mr. Harry Naehr of N.D.T.A.
- 9:10 AM 2. The Labor Liaison called Art Blankenship of the Laborers Local #242 to assist with volunteers to unload potatoes at Red Cross headquarters in Seattle.
- 9:15 AM 3. Call back from Art Blankenship that seven men had volunteered to assist in unloading the food.
- 4 PM 4. Follow-up that the men that had volunteered had waited for almost 2½ hours as the trucks were late and assisted in unloading the potatoes.

Incident Report on Labor Mobilization Project

Incident 2

5/26/80 - Call from Department of Emergency Services to Labor Liaison at 5:30 AM asking for assistance at State Emergency Operations Center following a second major eruption of Mt. St. Helens on Sunday, May 25, 1980. Both Labor Liaison and a representative from the Associated General Contractors of America (Mr. Ken Bloom) went to the E.O.C. and provided communities and the E.O.C. with further contact names of labor and contractors in the local areas affected.

Incident 3

5/27/80 - 1. Call for State Department of Emergency Services asking for six  
8 AM grader operators for city of Yakima by the afternoon.

2. The project was to contact Mike Milena with the city of Yakima at 575-6198. The city of Yakima had a contract with Interstate Contractors, a Michigan firm, for equipment. Their contact with Interstate Contractors was Jim Cork, head of the firm.

9 AM 3. Labor Liaison contacted the business agent for the local Operating Engineers #302, Mike Conlon, and obtained contact names of business agent and others in Yakima local operating Engineers.

4. The Labor Liaison made several calls between 9-9:55 AM. At 9:55 AM, he contacted John Wiese of the city of Yakima to obtain more information on the request.

10 AM 5. He called George Durin, business agent of Operating Eninegeers, local, in Yakima. Mr. Durin said he has the men available but had to directly sign agreements with the contractor as it is an out-of-state contractor.

10:20 AM 6. Call back from city of Yakima with more information on the request. Dick Walsh from Interstate Contractors was enroute with equipment to the Public Works Department. The Labor Liaison requested that Mr. Walsh call George Durin from Yakima Operating Engineers for direct agreements, who has the six grader operators ready.

APPENDIX D

MEMORANDUM OF UNDERSTANDING

In order to protect lives and property in an emergency, to provide the citizens of King County with more cost effective response to emergencies and disasters, and to expand the capability of King County to assist victims of these catastrophies, we the undersigned do agree to the following:

Upon declaration of a state of emergency by the county executive or any duly elected officials of a political subdivision within King County, and upon the request of the King County Department of Emergency Services:

Organized labor agrees to volunteer our skills to assist within the scope of our capabilities for the first 24 hours after we are asked to help by the King County Department of Emergency Services. After the initial 24 hour volunteer period, we will continue to assist under arrangements mutually agreed upon depending on the circumstances caused by the emergency or disaster.

The King County Department of Emergency Services agrees to register as emergency services workers those union members who volunteer their services, to give public recognition to those who offer their time under this agreement, and to provide the necessary coordination to keep this agreement active.

For organized labor:

For King County:

_____	_____
_____	_____
_____	_____
_____	_____
_____	_____



APPENDIX E

RESOLUTION, WASHINGTON STATE LABOR COUNCIL

**RESOLVED:** That the Washington State Labor Council, AFL CIO, reaffirm its support of the Coors Beer boycott and urge its affiliates not to purchase Coors Beer.

**REFERRED TO LABELS AND UNFAIR  
LISTS COMMITTEE**

**Interest Rates**

**Resolution No. 108**

**Submitted by the Executive Board of the  
Washington State Labor Council, AFL-  
CIO.**

**WHEREAS:** Public Law 96-221 preempts Washington's 12 per cent interest rate limit; and

**WHEREAS:** This action permits the lending of credit at high and usurious interest rates; and

**WHEREAS:** Such high interest rates impose an extraordinary hardship on Washington's working men and women, interfering with their ability to purchase homes with affordable mortgage loans; and

**WHEREAS:** Business and farm loans charged high interest rates translate into higher prices for food, clothing, services and other necessities; and

**WHEREAS:** PL 96-221 specifically acknowledges the right of states to establish credit conditions of their own choosing; now, therefore, be it

**RESOLVED:** That the Washington State Labor Council, AFL CIO, urge the Legislature to override the provisions of PL 96-221 as provided in subsection (b)(1) Par. (3); namely that legislation be enacted relieving Washington State from the provisions of subsection (a)(1) of Public Law 96-221, 94 STAT. 161, Section 501.

**REFERRED TO LEGISLATIVE  
COMMITTEE**

**Labor Mobilization Plan**

**Resolution No. 109**

**Submitted by the Executive Board of the  
Washington State Labor Council, AFL-  
CIO.**

**WHEREAS:** One major disaster, ranging from natural disasters such as tornadoes,

earthquakes and floods to man-made technological and nuclear disasters, occurs every eleven days in the United States, causing tremendous damage to lives and property. Such damage is increasing because of growth in population and industry. The best way for combatting such disasters is for a community to be ready to respond with all available resources -- both government and private; and

**WHEREAS:** Presently, government agencies such as fire, police, public works and emergency services have plans to respond to these disasters. These agencies do their best but do not always have the manpower, equipment and resources needed to respond quickly and cost effectively; and

**WHEREAS:** Numerous skilled and specialized craftsmen exist within the organized labor movement who can play an important role in augmenting government efforts in disasters and assist in making disaster response more efficient and cost-effective; and

**WHEREAS:** These resources in the organized labor movement and in the private sector have not been fully and effectively utilized to assist government in mitigating disasters and saving lives and property; and

**WHEREAS:** The King County Labor Council, AFL CIO, and the Washington State Department of Emergency Services have nearly completed a pilot study funded by the Federal Emergency Management Agency to bring labor and other segments of the private sector into the battle against disasters and have set up a Labor Mobilization Plan which includes manpower, equipment, and skills available in the labor movement; and

**WHEREAS:** This plan can more effectively be implemented by the full participation of all sections of labor; and

**WHEREAS:** This unique plan, in order to be effective, is comprised of two major concepts:

1. An "assessment team" made up of representatives from labor, business, community services, and various levels of government. The team makes an assessment of manpower and equipment needed to handle the disaster and establishes priorities for action; and

2. A call out mechanism comprised of

lists of contact people in labor, management, and government agencies who can activate the manpower and equipment resources needed in a disaster; and

WHEREAS: The Labor Mobilization Plan was endorsed through a similar resolution by the National Building and Construction Trades Council and its affiliates on October 12, 1979, now, therefore, be it

RESOLVED: That the Washington State Labor Council, AFL-CIO, and its affiliates endorse and be a part of the Labor Mobilization Plan for the purpose of emergency preparedness, response, and recovery.

**REFERRED TO RESOLUTIONS  
COMMITTEE**

**Bylaws Change: Statewide  
COPE Composition**

**Resolution No. 110**

Submitted by the Executive Board of the Washington State Labor Council, AFL-CIO.

WHEREAS: The COPE Bylaws of the Washington State Labor Council designate the AFL-CIO Regional Director as a member of the Washington State COPE; and

WHEREAS: The present regional director has stated that he believes it is inappropriate for him to be a member of the Washington State COPE, now, therefore, be it

RESOLVED: That the COPE Bylaws of the Washington State Labor Council, AFL-CIO, be amended by deleting Section 3, of Article II, Composition.

**REFERRED TO CONSTITUTION  
COMMITTEE**

**Tribute to Poland's Workers**

**Resolution No. 111**

Submitted by the Executive Board of the Washington State Labor Council, AFL-CIO.

WHEREAS: Free trade unions are a hallmark of a free society; and

WHEREAS: The right of workers to act collectively for their own protection is denied in totalitarian nations; and

WHEREAS: The workers of Poland have

gone on strike calling for lower food prices, higher wages and the establishment of independent, representative trade unions; and

WHEREAS: The traditional response of totalitarian states to workers who act in concert is brutality and repression, and Poland's workers are aware of the possible consequences of their actions; now, therefore, be it

RESOLVED: That the Washington State Labor Council, AFL-CIO, commend Poland's workers for their courage in defying their government and organizing to protect their interests; and be it further

RESOLVED: That the Washington State Labor Council, AFL-CIO, urge the Polish government to recognize the workers' representatives, to negotiate in good faith with them, and pledge that repression and terror tactics will not be used to punish workers for exercising rights guaranteed workers in America; and be it finally

RESOLVED: That this resolution be sent to the U.S. State Department with a request that it be delivered to representatives of the Polish government.

**REFERRED TO RESOLUTIONS  
COMMITTEE**

**Plant Closures**

**Resolution No. 112**

Submitted by Industrial Union Section.

Same as Resolution No. 48

**REFERRED TO LEGISLATIVE  
COMMITTEE**

**Phase-Out of Log Exports  
from Washington State Lands**

**Resolution No. 113**

Submitted by the Industrial Union Section.

WHEREAS: Timber lands owned by the State of Washington should be managed for the maximum benefit return to the citizens of the State; and

WHEREAS: Nearly two thirds of the annual timber harvest from Washington State lands is exported as logs without undergoing manufacture; and

WHEREAS: The 600 million board feet of State owned logs exported in 1978 and 1979

## Do You Remember Civil Defense?

### What is Civil Defense?

Not many of us remember civil defense. If we are old enough, we may have hazy memories of the fallout shelter scare during the early 1960's or of the World War II civil defense warden with his arm-band, helmet, and sand bucket. Civil defense has come a long way since then. The purpose of it has broadened so much that today it is known as "emergency management."

### What is "Emergency Management"?

Briefly emergency management is what government does in emergency or disaster. It includes not only old programs for protecting the citizens in case of an attack on our country, but also programs for saving lives and protecting property from the effects of natural disasters such as floods, fires, earthquakes, wind storms, volcanic eruptions, and others. It is also concerned with the so-called everyday emergencies, such as the lost hunter, injured hiker, missing child, or stranded mountaineer. And if this list is not long enough, emergency management is concerned with helping the community respond to such man-made and technological emergencies such as plane crashes, train wrecks, nuclear reactor accidents, and hazardous material spills.

## APPENDIX F

### Local, State, and Federal Government Response

The first line of defense against any emergency or a disaster is the local government working with all local resources in government and private sector. Each county in the state of Washington and the cities of Seattle and Tacoma have a local Office of Emergency Services. This local agency is responsible for organizing local volunteers, other local government departments, and private sector groups such as labor and the construction and transportation industries, so that they can work together and help out when disasters occur. The local emergency services program depends upon support from the community to help protect that community.

If the emergency or disaster gets so large that a local community cannot handle it, the governor, through the State Department of Emergency Services, may be called to help. The State Department of Emergency Services coordinates the resources of the state to assist local government.

If the disaster is large enough, the governor may request the President to declare the state a disaster area to get the help of all federal resources and disaster programs. The state can also ask for various resources of the federal government to assist through the Federal Emergency Management Agency.

By law, the primary responsibility for responding to emergencies is with local governments. The assistance provided by the state and federal governments can only supplement the efforts of local government.

### A Well-Organized Emergency Management System

At the local level, a well-organized emergency management system combines programs for:

1. **Mitigation** -- steps taken to prevent emergencies or disaster from occurring.
2. **Planning** -- making decisions in advance so that people will know what to do when an emergency happens.
3. **Response** -- the actions taken to fight the effects of the emergency after it has struck.
4. **Recovery** -- those programs designed to help the community get back to normal and help repair damage.

Without these four elements, a local community's emergency management program cannot provide services the citizens deserve and without help from every resource in the community, government cannot institute a good emergency management program.

### Why Should Labor Know About Emergency Management?

Labor unions and their members are an integral part of every community. An emergency affects them as it affects others in a community. So they should be aware of what emergency management is all about.

Labor unions represent a variety of skilled manpower who can assist government with planning, response, and recovery from emergencies.

Almost every skill represented in the labor movement is needed during an emergency.

A well rounded and efficient emergency management program can be developed by the federal, state, and local governments working along with labor and other private-sector groups. This program will help people repair their flooded homes, clean up volcanic ash, rescue the stranded mountaineer, respond to the hazardous materials spill or find the missing child.

Today, civil defense is not just a program for protecting civilians in time of war, it is a large set of programs which provide for a unified community response to any emergency and disaster situation.

If you are interested in more information on how to be prepared for emergencies and how you can be of service, call your local Emergency Services organization.

King County Emergency Services: (206) 344-3830.

Snohomish County Emergency Services: (206) 258-6461.

Washington State Department of Emergency Services: (206) 753-5255.

## EARTHQUAKE SAFETY INFORMATION IN THE SCANNER

## Earthquakes

### Safety Tips for Earthquakes

#### What to expect in an earthquake

During an earthquake, the "solid" earth moves like the deck of a ship. The actual movement of the ground, however, is seldom the direct cause of death or injury. Most casualties result from falling objects and debris because the shocks can shake, damage, or demolish buildings. Earthquakes may also trigger landslides, cause fires, and generate huge ocean waves called "tsunamis."

#### Earthquake injuries

Injuries are commonly caused by:

- Building collapse or damage, such as toppling chimneys, falling brick from wall facings and roof parapets, collapsing walls, falling ceiling plaster, light fixtures, and pictures.
- Flying glass from broken windows. (This danger may be greater from windows in high-rise structures.)

- Overturned bookcases, fixtures, and other furniture and appliances.
- Fires from broken chimneys, broken gaslines, and similar causes. The danger may be aggravated by a lack of water caused by broken mains.
- Fallen powerlines.
- Drastic human actions resulting from fear.

#### What can you do?

There are many actions that you can take to reduce the dangers from earthquakes to yourself, your family, and others.

#### Before an earthquake occurs

##### Personal Preparedness Actions

- Check for potential fire risks. Defective electrical wiring and leaky gas connections are very dangerous in the event of an earthquake. Bolt down or provide other strong support for water heaters and gas appliances. Use flexible connections wherever possible.

- Know where and how to shut off electricity, gas and water at main switches and valves. Check with your local utilities office for instructions.

- Be sure you have a flashlight and a battery powered radio on hand in case power is cut off.

- Place large and heavy objects on lower shelves. Securely fasten shelves to walls. Brace or anchor high or topheavy objects.

- Bottled goods, glass, china and other breakables should likewise not be stored in high places or left where they can freely slide on shelves.

- Deep plaster cracks should be investigated. Such cracks especially on ceilings, could result in large pieces of heavy plaster falling and causing injury.

#### The Earthquake Potential

Earthquakes in the United States occur most frequently west of the Rocky Mountains. But there are 39 states with a cumulative population of more than 70 million which are potential targets for earthquakes.

#### During an earthquake

If you are outdoors; stay out doors; if indoors, stay indoors. In earthquakes, most injuries occur as people are entering or leaving buildings.

If indoors, take cover under a heavy desk, table, bench, or in doorways, halls, or against inside walls. Stay away from

glass. Don't use candles, matches, or other open flames either during or after the tremor because of possible gas leaks. Douse all fires.

If in a high-rise building, get under a desk or similar heavy furniture. Do not dash for exits, since stairways may be broken and jammed with people. Never use elevators since power may fail.

If in a crowded store, do not rush for a doorway since hundreds may have the same idea. If you must leave the building, choose your exit as carefully as possible.

If outdoors, move away from buildings and utility wires. The greatest danger from falling debris is just outside doorways and close to outer walls. Once in the open, stay there until the shaking stops.

If in a moving car, stop as quickly as safety permits, but stay in the vehicle. A car may jiggle violently on its springs during an earthquake, but it is a good place to stay until the shaking stops. When you drive on, watch for hazards created by the earthquake, such as fallen or falling objects, downed electric wires, or broken or undermined roadways.

- Check chimneys for cracks and damage. Unnoticed damage could lead to a fire. The initial check should be made from a distance. Approach chimneys with great caution.

- Do not touch downed powerlines or objects touched by the downed lines.

- Immediately clean up spilled medicines, drugs, and other potentially harmful materials.

- Do not eat or drink anything from open containers near shattered glass.

- If power is off, check your freezer and plan meals to use foods which will spoil quickly.

- Stay out of severely damaged buildings. Aftershocks can shake them down.

#### **An earthquake's worst killer may come from the sea**

Tsunamis are the so-called "tidal waves" generated by some earthquakes. A tsunami, however, is not a single wave, but a series of waves. When you hear a tsunami warning, you must assume a dangerous wave is on its way.

If you live along the coast, an earthquake in your area is a natural tsunami warning. Do not stay in low-lying coastal areas after a local earthquake. Do not return to such areas until local authorities tell you that the danger of a tsunami has passed.

Approaching tsunamis are sometimes heralded by a noticeable rise or fall of coastal water. Never go down to the beach to watch for a tsunami. When you can see the wave you are too close to escape it.

#### **Personal conduct in an earthquake disaster**

Remain calm. Think through the consequences of any action you take. Don't use your telephone except for genuine emergency calls. Don't spread rumors; they often do great harm after disasters.

Never go sightseeing. Your presence could hamper emergency relief efforts and you could be putting yourself in personal danger. Cooperate fully with public safety officials. Respond to requests for volunteer assistance from police, firefighting, civil defense and relief organizations, but do not go into damaged areas unless your assistance

#### **Civic activities**

In those areas where damaging earthquakes can be expected, support building codes and practices with up-to-date seismic provisions, plus strict inspection and firm enforcement. (Modern engineering can provide structures which resist

earthquake damage many times better than older practices. If no such regulations or code provisions exist in your community, you should support their enactment.)

Support land-use practices that discourage development in areas near faults and prone to landslides or soil failure.

Support school, hospital, and other vital facility building programs which provide for the strengthening of weak buildings or their replacement with earthquake-resistant structures on ground reasonably safe from failure during a strong earthquake.

Support community efforts to replace or upgrade weak buildings and to insure that loose objects on building exteriors (for example, cornices) are either removed or securely fastened.

Organize and support programs to prepare for future earthquakes. (Schools and civic organizations could provide a very beneficial community service by holding earthquake drills and training sessions to prepare citizens to react properly when earthquakes occur.)

This information is provided by The Federal Emergency Management Agency; The Washington State Department of Emergency Services and your local Departments of Emergency Services in King and Snohomish Counties.

For further information, please contact: The King Co. Emergency Services Division (206) 344-3830 or The Snohomish Co. Dept. of Emergency Services (206) 258-6461.

#### **After an earthquake**

- Be prepared for additional earthquake shocks called "aftershocks." Although most of these are smaller than the main shock, some may be large enough to cause additional damage.

- Check for injuries. Do not attempt to move seriously injured persons unless they are in immediate danger of further injury.

- Turn on your radio or television to get the latest emergency bulletins and instructions from local authorities.

- Check utilities. Earth movement may have broken gas, electrical and water lines. If you smell gas, open windows and shut off the main gas valve. Then leave the building and report gas leakage to authorities. Do not re-enter the building until a utility official says it is safe. If electrical wiring is shorting out, shut off current at the main meter box. If water pipes are damaged, shut off the supply at the main valve. Emergency water may be obtained from such sources as hot water tanks, toilet tanks, and melted ice cubes.

- Check to see that sewage lines are intact before permitting continued flushing of toilets.

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"Unclassified Final Report #2 of the Labor Mobilization Project jointly conducted by the Washington State Department of Emergency Services and the King County Labor Council of Washington. AFL-CIO, under FEMA Contract EMW-C-0386 and the Work Unit 4831 F dated June 30, 1981." No. of pages 99.

The report summarizes the findings of the Labor Mobilization Project which includes: (1) roles that organized labor and groups, such as Associated General Contractors, United Way agencies, and the National Defense Transportation Association, can play in all hazards response and recovery and (2) the Labor Mobilization Plan to include these groups using a comprehensive assessment team (three levels of government and private sector) and a call-out mechanism which were successfully tested by table-top exercises in Chelan County and Spokane.

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**DATE**  
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